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A COMPARATIVE STUDY AND ANALYSIS OF ONGOING FOOD SECURITY PROGRAMMES IN AFRICA

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FOREWORD

The present report entitled a "Comparative Study and Analysis of On-going Food Security Programmes in Africa" is an output produced in the context of the Commission's 1986-87 programme budget for presentation to eighth meeting of the Technical Preparatory Committee of the Whole and to the thirteenth meeting of the ECA Conference of Ministers. It aims at assessing the progress made towards implementing the recommendations of the Lagos Plan of Action (LPA) and Africa's Priority Programme for Economic Recovery 1986-1990 in the priority field of food security.

The report is presented in four substantive chapters which deal with, respectively, the background to food security programmes in Africa and the notion of food security itself including the role of food-aid; the present outlook for food in the short and medium terms and its implications for food security as well as a note on past famines; the current food security programmes including the types of programmes their main beneficiaries and sources of funding as well as an assessment of the past efforts and an overall assessment of on-going programmes.

The report has been based on data from various sources and the contribution of the many African member States and the following agencies and organisations is hereby acknowledged:

- the Food and Agriculture Organization of the United Nations;
- the World Food Programme (WFP);
- the United Nations Development Programme (UNDP);
- the World Bank;
- the Southern African Development Co-ordination Conferences
- the Overseas Development Administration (ODA), United Kindgdom;
- Deutsche Gesellschaft Für Technische Zusammeraarbeit (GTZ);
- the Swedish International Development Agency (SIDA);
- the United States Agency for International Development (USAID);
- the Finnish International Development Agency (FINNIDA);
- the Danish International Development Agency (DANIDA);
- the Royal Norwegian Ministry of Development Cooperation.

A COMPARATIVE STUDY AND ANALYSIS OF ON-GOING FOOD SECURITY PROGRAMMES IN AFRICA

I. INTRODUCTION

Origin of the study

1. The biennial programme of the Commission for 1986-1987 calls for, as part of its food and agriculture programme, a report to the 13th meeting o the Conference of Ministers on a comparative study and analysis of on-goin food security programmes in Africa. The aim is to assess the extent to which a major objective of the Lagos Plan of Action (LPA) now incorporated into the Africa's Priority Programme for Economic Recovery (APPER), is bei achieved.

Evolution of the concept of Food Security

2. While the notion of food security is probably as old as man himself and we have early examples of society's preoccupation with it 1/, in moder times international attention has been drawn to it only since the World Fo Conference of 1974.

Food Security: 1974-1983

3. The drought in the Sahelian region of sub-saharan Africa from 1973-1975, which prompted the United Nations and the Food and Agriculture Organization to convene the World Food Conference, thereby focused the international community's attention on the need; world-wide, to reduce drastic fluctuations in food availability in areas of the world subject to food insecurity. Discussions, studies and programmes aimed at improving food security ensued. However, food security itself was not defined, but left rather to be inferred as the elimination of food insecurity.

4. The programmes for improved food security which multi-lateral and bi-lateral aid agencies began, in those parts of the world considered to b at high risk from food insecurity, in particular on the African continent, concentrated in the early years on the creation of small emergency stocks staple food grains as short-term protection against crop failures. Following the same line of reasoning, discussions in international fora centred on the creation of an international grain reserve for use in meeti emergency demands following crop failures and the adoption of marketing an stocking policies by the world's main grain producers that would iron out wide price fluctuations and ease the access of developing countries, subje to crop failures, to international stocks.

5. Subsequently, the focus of food security programmes and projects broadened to include the improvement of infrastructure, better grain stock management, strengthening of inland transport facilities, marketing and fo information systems in the recipient countries as well as, from about 1980 onwards, more ambitious schemes for the creation and management of sub-regional, and even regional, reserve stocks of grain.

1/ Joseph's rapid rise to high office in the Egypt of the Pharaohs due to his success in the creation and management of a reserve stock. The European Colonial Powers, in most cases, established famine warning proce-dures for the guidance of their administrators.

6. The experience of these years gave rise to much reflection on the subject of food security and the enlargement of the concept to include much more than concern with food grain stock policies. The enlarged and more comprehensive understanding of the notion was given expression in the Repor of the Director General of FAO to the Eighth Session of the Committee on World Food Security held at FAO Headquarters in April 1983.

Food Security: 1983 onwards

7. Under the broadened concept, the ultimate objective of World Food Security is to ensure that all people at all times have both physical and economic access to the basic food they need. The Committee on World Food Security also spelt out three specific aims of food security: ensuring adequate production of food, maximising the stability of food supplies and ensuring access to them, particularly on the part of those in greatest need 1/.

8. Underlying this new concept of food security are two assumptions, not in themselves new, but until recently not given sufficient attention during the succession of African food crises. These assumptions are the following

(i) A distinction must be made between permanent and temporary food insecurity;

(ii) Famine, hunger and malnutrition are, in most cases, as much a problem of poverty as of shortage of food supplies.

9. Whereas previous international discussions centred on grain stocking policies was aimed at eliminating temporary food insecurity, attention is now focused, as a result of the broadening of the notion of food security t include not only temporary, but also permanent, or structural, food insecurity, on a much wider range of issues. Within the African context, the objective of food security is thus much closer to the objective of self-sufficiency in food production and supply, required by the Lagos Plan of Action.

10. Putting this in another way, one may say that food security is now seen as a final objective, albeit in the long term, whereas it had been considered a mean, among others, to that same end. With food security as a final objective, it is now incumbent on each member State to draw up a food strategy to indicate the way to achieving food security; a number countries have begun this exercise 2/.

11. Temporary food insecurity which is the result of short-term fluctuations in production may be eliminated, or very much reduced, by correct stocking policies; permanent food insecurity due to a long-term structural deficit in production cannot be so removed. This requires long term measures aimed at increasing levels of production, demand and trade.

12. However, a long-term structural deficit in food production by individual countries may be made up by food imports or by corrective measures to increase local production. Such corrective measures are nonetheless, unlikely to be able to increase production sufficiently soon for the need of food imports to be eliminated at once.

1/ FAO. The State of Food and Agriculture, FAO, Rome, 1984. See also for the full definition the Director-General's Report on World Food Security: A Reappraisal of the Concepts and Approaches. Document CFS: 83/4 December 1982 presented to the Committee on World Food Security at its Eighth Session, Rome 13-20 April 1983.

13. Temporary food insecurity, due to short-term production fluctuations which do not accompany a structural food deficit can also be reduced, or eliminated, by food imports in deficit years, but this implies recourse to exports in surplus years.

14. It must not be forgotten, particularly in the African context, that food production as a biological process is inherently subject to fluctuations caused by the variability of nature itself. Even were it is possible to remove all other sources of variability, there would still remain, to cause seasonal fluctuations in food production levels, the uncertainty of the weather.

15. Notwithstanding the general definition of food security given above the majority of international donor agencies which have assisted developing countries in the implementation of food security programmes and projects from 1974 up to the present time have had in mind the narrower concept of food security aimed at eliminating temporary food deficits only. The present study is thus addressed mainly to the analysis of this type of programme and project, rather than to the problem of the elimination of structural food insecurity.

II. THE NEED FOR FOOD SECURITY IN AFRICA

Past Famines

16. A review of past famines, food scarcities and shortages would alone, if not able to measure the degree of risk to which countries or areas are exposed, certainly pin-point the areas where there is the greatest risk. The last exhaustive survey of famines was made at the end of the nineteenth century. The oldest recorded famine dates from about 5000 years ago and information on it was carved on the Stele of Famine found at the 1st Nile cataract in Egypt. Ancient famines are recorded for Egypt and Ethiopia ; the latter country is said to have experienced about 10 major famines each century. Famines are also said to be a recurrent feature in the arid and semi-arid zones of Africa. Kenya is said to have experienced 15 famines or noteworthy food shortages between 1879 and 1979, which served as reference years for many people interviewed during the census of 1979. In more modern times, over the last 35 years famines have occurred in the Republic of Congo (immediately following independence), in Nigeria between 1967 and 1969 (perhaps 1 million deaths occurred) in the Sahelian zone several hundred thousand people died between 1965 and 1974, while in Ethiopia the 1974 famine besides costing lives also brought about profound political changes 1/. A considerable number of famines are remembered in Rwandan oral history. The 1984 famine in Ethiopia is too recent to need any further mention.

Short-term assessment of production and consumption and food security implications and needs

17. In an attempt to measure food insecurity in Africa in the short and medium-term account has to be taken of the variability of staple food production, the degree of preparedness of countries to foresee and cope wit

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1/ Famine and Economic Development by Harvey Leibenstein in Famine edited by K.M. Cahill, 1982.

a widespread and acute food shortage as well as their ability to obtain access to commercial food grain stocks on the world market.

18. Although all early attempts to improve food security have concentrate on stocking and import policies for food grains, principally cereals (and predominantly wheat) and those foodstuffs have been the principal componentof emergency aid, it must be recognised (and is increasingly so recognised) that, for several reasons it is not appropriate to limit the foodstuffs considered in the case of most African countries, to cereals, or even to grains in general. The cereal portion of the staple diet in most African countries is not as important as it is in Asia. In some countries in sub-Saharan Africa the cereal portion of the diet is so low as to make an assessment of the food situation based on cereals alone entirely inadequate. To take an example, the proportion of cereals in total food consumption in Zaire for the period 1979-1981 was 14.5 per cent. The proportion of each of the main groups of foodstuffs entering into the average diet of a number of selected African countries is shown in table 1, Annex I.

19. Clearly the assesment of food insecurity must take into account roots and tubers, nuts and oilseeds and fruits (which includes plantains) and in certain countries even alcoholic beverages. In this study account has been taken of cereals and non-cereal basic foodstuffs such as roots and tubers, pulses, plantains, which have a direct bearing on food security in most African countries.

20. Although it might be claimed that food insecurity is properly measured by a consideration of consumption patterns, and that consumption could be taken as national production plus net imports taking into account any changes in stock level, in practice it is extremely difficult to obtain all the necessary data for a sufficiently recent time series to be constituted. Furthermore, data on carry-over stocks is difficult to come by in most developing countries. Valdés and Konandreas' study of consumption instability in 24 developing countries over the period 1961-1976 1/ showed that there was a high positive coefficient of correlation between total staple food production and consumption. This is to be expected if, in general, imports are insufficient to cover production shortfalls. Thus, as in the study referred to above this was particularly true for sub-Saharan Africa, fluctuations in staple food consumption in developing countries follow closely the fluctuations of domestic staple food production.

21. On the basis of the information available in FAO at the beginning of 1987, African production of cereal crops (rice, wheat and coarse grains) in 1986 is estimated to have risen for the second year in succession 2/. This was due to good harvests in a number of countries, including record output in Nigeria, Morocco and in the Sahelian countries of West Africa. The aggregate production of cereals in 1986 of the 45 developing countries of Sub-Saharan Africa is provisionally estimated by FAO at a record 55.7 million tons 3/. On a sub-regional basis, cereal output of the nine Sahelian countries in 1986 has been estimated at 7.7 million tons, 4 per cent above the previous year's record. In Eastern Africa, the estimates show that 198 output would slightly exceed the 1985 production while in Central Africa, cereal crop harvests have been satisfactory. In Southern Africa, the estimates reveal above average cereal production in most countries with substantial export surpluses in Malawi and Zimbabwe. However, insufficient

1/ Alberto Valdés and Panos Konandreas. Assessing Food Insecurity Based on National Aggregates, in Food Security for Developing Countries edited by Alberto Valdés, 1981.

2/ Food Outlook, February 1987.

3/ [illegible]

rains and/or internal strife have resulted in exceptional short falls in Angola, Bostwana, Lesotho and Mozambique.

22. As in the other sub-regions, the short-term prospects for Southern African coarse grain crops hinges on good rains. In addition, political strife in some areas affects food production efforts. A return to normal to above-average rainfalls is often not adequately made use of due to internal political strife such as that in Mozambique, Chad and Uganda. This appears to affect cereal crops more than roots and tubers, which constitute staple diets in many African countries. In general, roots and tubers require less farmer attention compared to cereals after they have been planted. At the begining of 1987, Southern African cereal development prospects appear favourable provided the recent widespread rains continue and escalation of internal political strife in some of the countries subsides. An important additional dimension in the prospects for short-term food production in Southern Africa, as in most of the other parts of the continent, is the serious risk of infestations by desert locust and grasshoppers in 1987. Unless timely and effective control measures continue, this could lead to a deterioration of food security situations which had begun to improve. At an FAO convened meeting in December 1986 involving African plant protection officers, international experts and donor agencies, agreement was reached on a control strategy for emergency assistance and the strengthening of national plant protection capabilities in Africa. Emphasis was placed on further donor support, stronger technical presence in the field and the need to encourage and train farmers to protect crops.

23. Concerning short-term food requirements, several countries will need to supplement their domestic production of cereals in the short-term by obtaining food aid or making purchases themselves from abroad. As far as making purchases (commercial imports) are concerned, capacities of African countries will be constrained by the concurrent need to service external debts at a time of weak prices of primary commodities including petroleum exported from Africa and, in some cases, falling export volumes of these products. Food aid will, therefore, continue to be required in many countries during 1987. In connection with food aid requirements, FAO, in a special report on the African food supply situation and crop prospects, estimates provisionally early in 1987 that 3.2 million tons would be needed in the short-term (2.3 million tons of wheat and rice and 0.9 million tons of coarse grains) despite recent improvements in the African production of cereals 1/. Angola, Botswana, Ethiopia, Lesotho and Mozambique would be faced with exceptional food emergencies due to drought or internal strife during 1986.

24. The need for additional food imports also arises from the fact that in most African countries, the bulk of the national populations still obtain less than the required level of calorie intake and some areas are chronically faced with seasonal food shortages. In addition, there is a steadily growing realisation that diets need to be balanced and improved. Therefore, populations in whose diets roots, tubers, and plantains have been dominant, providing mostly carbohydrates, the consumption of cereals is encouraged, where appropriate and feasible, in order to supplement protein derived from other vegetable and animal sources.

1/ See "FAO Food Supply and Crop Prospects in Sub-Saharan Africa", Rome, January 1987.

25. The development of roots, tubers, pulses, and plantains in sub-Saharan Africa is faced with a number of constraints 1/. On the production side, principal constraints to development are the prevalence of pests and diseases, limited availabilities of suitable varieties and the difficulties of women gaining access to land and credit although they provide as much as 80 per cent of the labour for producing these crops. Inadequate transport systems as well as storage and processing facilities and the difficulties of collection, the frequent absence of adequately and suitably organised marketing organisations all combine to provide a formidable marketing problem for roots, tubers, pulses and plantains in Africa. In addition, lack of information on production and consumption, in a consistent and accurate form, make it difficult for planners to evolve suitable policies which would enable roots, tubers, plantains and pulses to compete with other crops for the farmer's resources. It would also appear that where appropriate and within the framework of national food strategies, greater priority needs to be given to the traditional food crops in production and consumption in order to reduce dependence on imported cereals and thus strengthen food security. Other actions for increasing the role of traditional food crops in African food security should be to increase research and provide a wider dissemination of research findings through extension and training, extending these activities particularly to women and making better use of national and international levels without duplication of effort. Deficiencies in marketing of these traditional crops could also be remedied through measures aimed at improving transport, processing technologies and storage. Promotion would also be required in order to improve the image of these crops and restore them to their rightful position in national and sub-regional food security strategies and requirements.

26. The short-term production and consumption outlooks for cereals as well as roots, tubers, plantains and pulses in Africa are rather favourable compared to the recent past years provided the threat from locusts and grasshopers are effectively contained. This is a challenge to African governments and the international community. Also, while some African countries need to import food to supplement domestic production and improve food security situations, other countries (Benin, Burkina Faso, Côte d'Ivoire, Kenya, Malawi, Mali, Niger, Sudan, Uganda and Zimbabwe) need donor assistance to enable them dispose of 1986/87 surpluses of about 3.2 million tons of cereals through triangular transactions or swap arrangements. Donor assistance is also needed in some countries for the purchase and internal distribution of cereals in deficit areas and for uncovered 1986/87 food aid requirements estimated by FAO in early 1987 at some 1.2 million tons of cereals in 30 countries. Assistance is also needed in the establishment and strengthening of national and sub-regional early warning systems in vulnerable countries which have so far requested help in these area. It is also felt that there is a need to expedite delivery of food aid already pledged giving due regard to avoiding market disruption in recipient countries.

Medium-term prospects in African food production, consumption and food security

27. This sub-section is based on the agricultural commodity projections to 1990 which were recently carried out by FAO as part of its global medium-term assessments of production, demand and trade for major

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1/ See for example, the report of the Eleventh Session of the FAO Committee on World Food Security, April 1986, paragraphs 36 to 41.

agricultural commodities 1/. They relate to the outcome considered most likely for the various variables used.

28. On the basis of the projections, per caput cereal consumption in Africa is likely to be lower in 1990 than in 1979/81 2/ and the self-sufficiency ratio (SSR) for the continent is projected to drop to 70 per cent in 1990 compared to 76 per cent a decade earlier. The decline in the SSR would result from sluggish growth in domestic cereal output and foreign exchange constraints which could limit import capacities even more in the 1980's than in the previous decade. The rate of growth of gross imports of cereals which averaged about 12 per cent during 1970/80 period are projected to decline to 5.4 per cent during the 1980's for Africa as a whole as well as for the low-income countries. Even with the projected declines in the rates of growth in gross imports for the latter group of countries, they would still be more dependent on imported cereals in 1990 than in the early 1980's. In these low income countries despite a faster increase in production during the 1980's compared to the previous decades, the self-sufficiency ratio for cereals would decline to 75 per cent in 1990 compared to an average of about 80 per cent during 1979/81.

29. There appear to be two concerns based on the projections which need to be mentioned as far as the medium-term food outlook for Africa is concerned. Firstly, as a result of food production lagging behind demand and severe limitations on capacity to import cereals, per caput food consumption of these crops in the low-income food-deficit countries in Africa is projected to decline from an already low level of 123 kg/year in the early 1980's to 119 kg/year in 1990. Secondly, for this same group of countries, while increases are likely to occur in the consumption of traditional non-cereal food crops, growing food gaps are unlikely to be met by 1990. In fact, despite higher annual growth in production projected for the 1980's compared to the 1970's per caput consumption of traditional non-cereal food crops, which form about a fifth of calorie intake in Africa, is projected to decline slightly in the low-income food deficit countries in 1990 from the level of 179 kg/year in the early 1980's 3/. There would, of course, be variations between sub-regions as well as within sub-regions and individual countries.

30. The medium-term implications for food security and nutrition arising from the above projections are that the bulk of African's population would still be under-nourished by the end of this decade. Indeed, some people might still continue to go to bed without a meal in a day unless efforts to reverse the current trends in cereal and non-cereal food production are further intensified by African governments. These efforts should result in improved food production and security in the 1990's. A detailed discussion on these efforts figures in the next section of this document where on-going food security programmes in Africa are analysed.

Food Prospects in Africa in the year 2010

31. Prospects for the improvement or even maintenance of Africa's food supply situation are bleak. According to FAO'S report entitled "African agriculture: the next 25 years", prepared for the 14th Regional Conference for Africa held in Yamoussoukro, Côte d'Ivoire, from 2-11 September 1986, if present trends continue, by the year 2010 food imports would cost US$28,5

1/ See FAO, "Agricultural Commodity Projections to 1990" FAO Economic and Social Development Paper No. 62, Rome, 1986.

2/ See table 3, annex 1.

thousand million at constant prices compared to agricultural export earnings of, at most, US$12 thousand million. The cereals gap alone would grow to 100 million tonnes, of which 58 million tonnes would be in sub-Saharan Africa. No plausible combination of commercial food imports and food aid could meet the deficits of the low-income countries of sub-Saharan Africa at that horizon. As the same report states "a continuation of current treads would place many countries on the edge of survival, even if they were provided with substantial international support". Although other food surplus countries could produce sufficient to meet the deficits foreseen if present trends persist, the volume of food imports and food aid necessary would exceed the existing, and probably the foreseeable, transport and distribution facilities of many African countries.

32. However, the future need not echo the past, if countries adopt recommended policy options and a revised development strategy, elements of which are discussed in the report refered to above, and if the international community gives African agriculture the support it needs to achieve it, a revised, improved scenario (based on an assumed doubling of historic growth rates) gives Africa a total cereal deficit, in 2010, of 76 million tonnes, with sub-Saharan Africa's cereal deficit, at 27 million tonnes, little more than half that of the trend scenario. Most countries would then be essentially self-sufficient in food or be able to afford the imports required; special aid arrangements would have to be made only for a small group of 9 countries that might be unable to do either.

33. It is clear that, whether African agriculture makes the recovery that is hoped for, or not, ensuring Africa's population the food necessary for its survival is going to tax Governments to the full in the years ahead and that Food Security remains the most urgent consideration for all involved in directing the economies of African countries.

III. A REVIEW OF APPROACHES TO FOOD SECURITY IN AFRICA

Past efforts

At international level:

34. The World Food Conference, held in Rome in November 1974, following the disastrous drought in the Sahel called for five main international initiatives:

(i) The establishment of the World Food Council;
(ii) The creation of the International Fund for Agricultural Development;
(iii) A Consultative Group on Food Production and Investment in Developing Countries sponsored jointly by the World Bank, FAO and the United Nations Development Programme;
(iv) An improved policy for food aid;
(v) An International Undertaking on World Food Security, with the establishment within FAO of a Committee on World Food Security and a Global Information and Early Warning System.

35. By their adherence to the International Undertaking governments recognized the common responsibility of the entire international community

to evolve policies and arrangements designed to ensure world food security. By the middle of November 1975, 59 countries had subscribed to the International Undertaking and another 7 had announced their intention to join. These countries together accounted for about 95 per cent of world cereal exports and more than 50 per cent of world cereal imports. By mid-November 1976, 70 countries had subscribed; today 82 countries and the European Community (EC) have subscribed.

36. The practical implementation of the Undertaking required cooperative action by governments on each of four main elements:

(i) national stock policies in accordance with agreed guidelines;
(ii) periodic intergovernmental consultations on the adequacy of stocks and the action required to safeguard world food security;
(iii) special assistance to developing countries to enable them to effectively implement their stock and production programmes;
(iv) participation in an improved food information system.

37. During 1975, FAO initiated a Food Security Assistance Schemes (FSAS) (which was finally established in April 1976) and the FAO Conference of that same year established as a standing committee of the FAO Council a Committee on World Food Security.

38. Also, in accordance with the resolutions of the World Food Conference, FAO established the Global Information and Early Warning System on Food and Agriculture during 1975 and by the end of September 1976, 87 governments and the EC were participating in it.

39. This system continues to monitor continuously the world food supply/demand conditions, identify countries or regions where serious food shortages or worsening nutritional conditions are imminent and assess possible emergency food requirements. It does this by collecting information from a wide variety of sources, both governmental and non-governmental, and issuing reports at regular and timely intervals on the food situation and outlook, expected food shortages, food stocks and food aid, fertilizers and pesticides.

40. The World Food Conference called also for an improved food aid policy which would assure a reasonable degree of continuity in food aid supplies from year to year. Donors were asked to adopt the principle of forward planning of food aid and a commitment to a minimum level of 10 million tons of cereals per year starting in 1975. The Conference also recommended the constitution of a Committee on Food Aid Policies and Programmes which would promote a more effective coordination of multi-lateral and bi-lateral food aid programmes. This recommendation was also endorsed by the FAO Conference (as well as by the United Nations General Assembly) by the end of 1975.

41. It may also be mentioned here that the Seventh Special Session of the United Nations General Assembly, held from 1 to 16 September 1975 to discuss development and international economic cooperation culminated in a Resolution (3362(S-VII)) which among other proposals included one to give priority to the further reduction of post-harvest food losses in developing countries with a view to halving them by 1985. In 1977, FAO instituted its Action Programme for the Prevention of Food Losses with a minimum target of $20 million for the financing of projects under the programme.

42. Throughout the years between the World Food Conference in 1974 and the present study, a total of 12 years, Africa has remained one of the world's principal problem areas and occupied the centre stage of discussions on improving world food security.

At the African level:

43. The African Regional Food Plan (AFPLAN), adopted by African Ministers of Agriculture in 1978 and the Lagos Plan of Action (LPA) adopted by African Heads of State and Government in 1980, followed in the wake of the World Food Conference. These plans adopted as a goal the achievement by African countries, individually and collectively, of self-sufficiency in food production and supply by the year 2000.

44. In seeking to attain the goal that the Plan proposed, the LPA recommended urgent measures in the areas of reduction of food losses, food security, and food production. The LPA's recommended measures in the area of food security were the setting up of national food reserves of the order of 10 per cent of total food production, the adoption of coherent national food security policies which should be given concrete expression by construction of storage facilities, creation of grain reserves, improvement of grain stock management and better forecasting and early warning systems and the improvement of collective self-reliance through sub-regional food security arrangements. In addition the LPA called for an examination of the feasibility of setting up an African Food Relief Support with a view to assisting member countries in times of food emergency.

45. Subsequently, the economic and social crisis, accompanied by dramatic food shortages in more than 20 countries, into which the continent plunged in 198- as a result of widespread, severe and persistent drought and the rapidly deteriorating international economic environment led to the adoption by African Heads of State and Government in 1985, of Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) and the convening in 1986 of the 13th Special Session of the United Nations General Assembly to discuss the Critical Economic Situation in Africa. At this Special Session the General Assembly adopted the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN/PAAERD) which effectively endorsed APPER.

46. APPER gives enhanced importance to Food Security, distinguishing between the immediate, short, medium and long term and recommending measures at national, sub-regional, regional, continental and international levels for each time scale.

47. While still giving importance to the creation of reserve stocks at national, sub-regional and regional levels the main emphasis in APPER's list of measures under the heading of Food Security is on the establishment of early warning systems, the reduction of food losses, and the drawing up of multi-year food requirement plans. Reference is also made to the incorporation of Food Security programmes into development strategies and to the establishment of food security stocks by farmers themselves.

Food Strategies

48. First proposed by the World Food Council in 1979, Food Strategies or Plans have been prepared, or are known to be under preparation, by some 20 countries.

49. Perhaps there are other countries also engaged in the same, or a similar exercise for which information is not available. It has however been reported that Ghana, Madagascar, Senegal, Somalia, Togo and Zambia are currently restructuring their food and agricultural sectors with the help of structural adjustment loans provided by the World Bank. These adjustments include the provision of remunerative prices to producers, the reduction of subsidies, the creation of more efficient marketing mechanisms and a clearer definition of investment priorities. Similar adjustments are planned for Gambia, Guinea, Guinea-Bissau, Niger and Mauritania.

50. In the context of its current adjustment efforts, Senegal has announced a new food and agricultural policy, with the objectives of producing 75 per cent of the nation's food-grain consumption by the year 2000, expanding the role of private traders and farmer cooperatives in input and output marketing, and reducing the activities of State-managed regional development authorities and parastatals. Other objectives include increased attention to environmental protection and sound resource management.

51. A special feature of a food strategy review completed by the Government of Sao-Tome and Principe in October 1985 is an assessment of manpower and management training requirements in various sub-sectors for the next ten years. Not all African food strategies have so far given sufficient attention to this area.

52. Food strategies may also usefully include the creation of reserve stocks of seed and other essential production inputs as does that of Rwanda (for insecticides). Ethiopia is also linking the production of seed for food crops with its Early Warning System.

53. Experience in implementing Mali's food strategy - developed in 1981/1982 as one of the early responses to the World Food Council's initiative in calling for the elaboration of food strategies - is encouraging in several respects. Continued restructuring of the cereal market by increasing official producer prices by some 40-70 per cent (at current prices) between 1980 and 1985 and liberalisation of the market have virtually stopped unofficial exports of cereals and the parastatal marketing agency, OPAM, has been able to progressively reduce its deficit to less than half of what it was in 1981.

54. As an example of a national food strategy which seems particularly well conceived and accords due weight to food security considerations at all levels that of Botswana may be cited.

55. There have also lately been attempts to begin harmonising national food strategies at the sub-regional level 1/, and the concept of national food strategies has been incorporated into the Third Lomé Convention between 66 African, Caribbean and Pacific nations and the European Community.

1/ See para. 60.

56. A colloquium held in Dakar in 1986 on "Regional Cooperation and Food Strategies in Africa" concluded, among other things, that "regional cooperation appears as a technological, economic, social and therefore political necessity to achieve the objective of food security and to improve the effectiveness of international aid" 1/.

Types of programme

57. A review of current food security programmes at national level in Africa, as well as those have been completed since 1974, reveals that they may all be grouped under one or other of five headings, although in some cases they may cover activities under several of these headings.

(i) Programmes aimed at the improvement of food supplies in emergencies;
(ii) Measures to improve internal marketing and distribution networks and their functioning;
(iii) Measures to increase national preparedness;
(iv) Reduction of pre- and post-harvest food losses;
(v) Advisory services for assistance to, and improvement in food security planning and programming.

58. At the sub-regional and regional levels current projects include advisory services to the Inter-State Committee on Drought Control in the Sahel (CILSS) and the organisation of a sub-regional Early Warning System accompanied by joint efforts in the reduction of food losses and the improvement of post-harvest technologies in the countries of the Southern African Development Coordination Conference (SADCC). The Government of Australia also undertook the identification of training needs in the area of food security in fourteen African countries during 1983 and 1984.

59. A number of other sub-regional groupings have proposed the initiation of common projects or programmes in the field of food security. These are the Economic Community of the Great Lakes Countries (CEPGL), the Economic Community of West African States (ECOWAS), the Preferential Trade Area of Eastern and Southern African Countries (PTA), and the Inter-governmental Association against Drought and Desertification (IGADD).

60. Similarly, the following political groupings, which include a certain number of African countries, have proposed or set up committees to discuss, common activities related to food security: the Arab Organisation for Agricultural Development (AOAD) which includes Egypt, Libya, Somalia, Sudan and Tunisia in Africa, the Organisation of the Islamic Conference (OIC) which includes Algeria, Burkina Faso, Cameroon, Chad, Comoros, Djibouti, Egypt, Gabon, Gambia, Guinea, Guinea-Bissau, Libya, Mali, Mauritania, Morocco, Niger, Senegal, Somalia, Sudan, Tunisia and Uganda from Africa as well as the Coordination Bureau for the Non-Aligned which includes 45 African countries. Most recently the adoption of a common food strategy has been proposed within the framework of the Central African Customs and Economic Union (UDEAC) which covers Cameroon, Central African Republic, Chad, Congo and Gabon.

61. However the implementation of schemes and proposals issuing from the meetings of the latter two lists of groupings has been particularly slow or, in some cases, nil.

1/ Twelfth Ministerial Session of the World Food Council, 16-19 June 1986, item 2 of the provisional agenda.

62. In addition to the action programmes and projects referred to above it should also be mentioned that there are also research programmes and projects in progress in Africa variously funded and executed mainly by universities or similar bodies, generally from outside Africa, as well as the International Food Policy Research Institute (IFPRI). Thus Michigan State University is engaged in a programme of research dealing directly with the issue of food security in Africa financed by the United States Agency for International Development (USAID) and has instituted specific projects in Senegal, Rwanda, Somalia, Mali and Zimbabwe. Similarly the Federal Republic of Germany, through its executing agency GTZ, is at present engaged in a comprehensive grain marketing and food security study for the Sahelian region.

Beneficiaries of Food Security Programmes and the main sources of their funding

63. The majority of African countries have some form of food security programme as part of their development strategy. The known exceptions are 9 countries, three in each of the Central, Eastern and Southern and West African sub-regions, respectively. Two countries in this group, however, are at present engaged in elaborating national food strategies and a third is preparing an agricultural marketing improvement project with a food security component.

64. National resources devoted to the improvement of food security by member States have been, and continue to be, on the whole minimal by comparison with external aid for this purpose. Apart from a very small number of exceptions like the case of Tanzania, which has allocated, since 1979, a total of Tsh. 30.9 million to its national food security programmes, or Nigeria which has established a unilateral trust fund for food security, most African countries have made no more than token contributions, generally in the form of personnel and logistical support, to their programmes in this priority field.

65. The meagre efforts of most African countries in this respect should be contrasted with the total annual spendings of the continent on armaments which was estimated by the World Bank (quoted by the Independent Commission on International Humanitarian Issues) to be in the region of US$14 thousand million in 1983 1/.

66. External assistance to enable countries to implement their food security programmes has been, and is being provided by a large number of international aid agencies. Funding is both multi-lateral and bi-lateral.

67. Prominent among international agencies active in the field of food security is FAO which, through its FSAS (see para 37 page 9), as well as executing a number of food security projects, has been a catalyst for many more through the reports of its missions despatched to some 25 countries in Africa to study their food security needs.

68. As at 31 December 1986, FSAS was executing, in Africa, five sub-regional food security projects (one for the CILSS, three for SADCC and

1/ See Famine a Man-Made Disaster ? A Report for the Independent Commission International Humanitarian Issues, London, 1985.

one for Eastern African countries) and 40 national projects, all of which were operational or about to become operational, while 23 more were under consideration by potential donors.

69. Of FSAS's on-going food security projects 19 projects (of which three are sub-regional) are concerned with the establishment or strengthening of food information or early warning systems at a total project cost of $14,505,000, 21 projects (two of which are sub-regional) are concerned with the creation and/or management of reserve stocks of grain or the strengthening of public or semi-public agencies or units responsible for the planning of food supplies or their marketing, at a total project cost of $15,173,000, two projects are concerned with the reduction of food losses through improved pest control and/or storage management at a total project cost of $1,993,000 while three projects are concerned with improvement of infrastructures, handling facilities or equipment at a total project cost of $1,225,000. The total cost of all these projects is $32,896,000.

70. Of the 23 projects for Africa which, at the end of 1986, were under consideration by potential donors, 17 projects (one of which is a sub-regional project for IGADD and one for the Arab League States) concern the establishment of early warning or crop forecasting systems at a total estimated cost of $14,341,000, while the six remaining projects concern the creation and/or operation of reserve stocks or assistance to programming and marketing of food supplies or, in one case, assistance for the establishment of a national development fund. The total estimated cost of these projects is $3,164,000.

71. In addition, project ideas awaiting formulation, after an indication of donor interest, for implementation in Tanzania and Somalia, represented a further estimated commitment of $41,690,000.

72. In addition to the above mentioned projects under consideration by potential donors, a further series of project ideas for possible implementation in Tanzania and Somalia, representing a total estimated commitment of $41,690,000, await an indication of donor interest before detailed formulation.
Detailed lists of operational or ready to become operational projects are contained in annex II as well as a summary list of contributions to FSAS since its inception.

73. In all, as at 31 December 1986, there were 45 on-going food security projects, executed by the Food Security Assistance Scheme of FAO, in 24 countries in Africa. These projects were distributed among the five sub-regions as follows:

Sub-region	Total No. of countries	Countries with TCAS Projects
Eastern & Southern Africa	19	11
West Africa	16	10
North Africa	6	1
Central Africa	7	1
Great Lakes Countries	3	1
Total	51	24

74. In addition to its Food Security Assistance Scheme, FAO also runs a separate programme for the reduction of post-harvest food losses which can be considered as contributing to improved food security.

75. The Economic Commission for Africa is also active in this field at the sub-regional level and is currently executing five bi-laterally funded projects. Four projects, funded by the Federal Republic of Germany (2), Algeria (1) and Nigeria (1); through the United Nations Trust Fund for African Development, are assisting countries in the Great Lakes Area and in Central Africa and West Africa to reduce post-harvest food losses; and in the case of the Great Lakes Area, harmonize their food security programmes; the fifth, funded by Belgium and run in collaboration with the International Centre of Insect Physiology and Ecology (ICIPE), is diffusing some of the Centre's biological methods of insect control for the reduction of both pre- and post-harvest food losses in Eastern and Central Africa. The total cost of these ECA executed projects is $ 1,110,000.

76. A breakdown of FAO executed on-going food security projects is given in the following table:

Table 1 - Breakdown of on-going FAO executed Food Security Projects by Type (31.12.80) 1/

	No. of projects	Total cost US$ millions
- Programmes aimed at the improvement of food supplies in emergencies	3	1.3
- Measures to improve internal marketing and distribution networks and their functioning	11	10.7
- Measures to increase national preparedness	20	14.8
- Reduction of pre- and post-harvest food losses	31	10.7 2/
- Advisory services for assistance to, and improvement of food security planning and programming	9	4.1

1/ For details see Annex II.

2/ Includes FFW projects.

77. During its eleven years of existence, FSAS has formulated and implemented 96 projects under its auspices with funding from various sources. At the end of 1986, the total Trust Fund resources committed to FSAS since its inception reached US$76.1 million. The major contributors have been the Netherlands and Switzerland. In addition, a sum of US$3.1 million has been provided under FAO's own Technical Cooperation Programme (TCP) and US$5.4 million by UNDP.

78. The World Food Programme (WFP) has also directly contributed to food security by injecting foodgrain into Food Security Reserves in Africa. These contributions are shown in Annex III.

79. FAO's Office for Special Relief Operations (OSRO), though created to deal specifically with emergency situations, has recently undertaken projects which go beyond merely emergency measures, such as the construction of storages, provision of transport for the improvement of food marketing and measures to increase food production, which can be considered as an assistance to the improvement of food security (see Annex IV for details).

80. Other multi-lateral sources of funding for food security programmes are the World Bank (IBRD and IDA), United Nations Development Programme (UNDP), Regional Development Banks, the International Fund for Agricultural Development (IFAD) and OPEC countries multi-lateral agencies (Arab Fund, Islamic Development Bank etc.).

81. The World Bank has not been associated with the funding of the type of food security programme or project executed by FAO but considers that the attainment of food security is best brought about by attacking rural and urban poverty on a broad front. Thus, the Bank considers that many of its agricultural projects in Africa have a food security impact either through an increase in food production and an improvement in food marketing or by providing people at risk of hunger with employment and income to purchase food. This approach is clearly defended in a recent Policy Study: Poverty and Hunger: Issues and options for Food Security in Developing Countries. Washington 1986.

82. The UNDP finances some food security programmes through FAO; the other multi-lateral agencies have not shown much interest in food security programmes as such.

83. On the other hand, there have been many bi-laterally assisted food security programmes and projects in African countries. Noteworthy contributors to the improvement of food security in this way are the European Community, USA, Germany (Federal Republic), the four Nordic countries, United Kingdom and Canada.

84. The USAID is currently funding 28 projects in 14 African countries; Germany is giving long-term assistance (13 year projects) to five Sahelian countries in the establishment and maintenance of their reserve stocks as well as help to Kenya and Tanzania in other ways connected with food security (livestock marketing for nomadic peoples, village storage structure improvement); Norway is assisting 5 countries in Eastern and Southern Africa, Denmark 11 countries (three in West Africa, 8 in Eastern and

Southern Africa), Sweden and Finland three countries, each, in Eastern and Southern Africa in a variety of ways (improvement of transport, grain storage, reduction of post-harvest losses, food strategy coordination, and inputs for food crop production).

85. The Overseas Development Administration (ODA) of the United Kingdom has been actively involved since 1974 in assisting at least 10 African countries improve their grain storage and solve their post-harvest problems in food crops by seconding advisors, organising training programmes, constructing stores and providing equipment and pesticides. Disbursements for these programmes up to September 1986 totaled £7.9 million (approx. US$11.9 million).

86. Of particular interest is the allocation by USAID of US$12.5 million to the assistance of small farmers and private sector activities in Sahelian Chad from 1985-1988 through private voluntary organisations; the project includes provision of loan capital to small entrepreneurs wishing to start up food production related businesses.

87. The drawing up of a contingency plan for the guidance of responsible officials during a food emergency has long been advocated by FAO. Such a plan may be augmented by including procedures to be followed for the identification of food (and also input) emergencies (or shortages); it then becomes a National Preparedness Plan. The Government of Zambia has recently completed such a plan with assistance from FAO who have published it in the form of a loose-leaf manual for distribution to responsible Government officers in Zambia. It is anticipated that other African Governments will wish to follow this example by preparing similar plans.

88. Ethiopia, Kenya and the Sudan have commissioned studies on emergency or disaster preparedness; these studies have been carried out by the International Disaster Institute (also known as the Relief and Development Institute). All these studies highlight the lack of disaster planning and the need for better, more widely disseminated information and the establishment of recognised procedures and responsibilities ahead of emergencies.

89. A notable contribution to national preparedness can be achieved by incorporating information obtained through nutritional surveys into the food information and early warning system. Nutritional surveys can often give a better insight into local food shortages which may be missed by concentration on aggregate production forecasts which rarely descend to the local or village level. Kenya has already been successful in achieving a link-up between nutritional and agricultural information in this way. Many other countries have the foundation on which to build such a system, but nutritional information usually remains at the level of the ministry responsible for public health and assistance is needed to enable them to effect the necessary feed-in to a food information system. The Early Warning System project recently begun in Ethiopia, with FAO assistance, is of interest in this respect since a nutrition expert has been included in the projects technical assistance personnel. Botswana and Rwanda are also studying ways of making better use of the nutritional survey data which they already collect.

90. Socio-economic indicators in early warning systems may be superior to meteorological or on-ground crop forecasts which require a more advanced technology for reasonable accuracy and are expensive when scientifically conducted. Socio-economic indicators may also be used as a first approach, indicating possible critical areas which can then be subjected to a more exhaustive examination using agro-meteorological data for a limited zone. Among the useful socio-economic indicators food prices come first, but livestock prices must not be omitted in cattle-herding regions.

91. Despite West Germany's continued support for the Sahelian reserve stocks, there is now more generally a greater reticence on the part of international aid agencies to support this type of project.

92. The ability of developing countries to operate national reserves successfully depends upon the existence of the requisite supporting infrastructure, the adequacy of their storage, handling and distribution systems, and on efficient project preparation. Cost aspects of price stabilization and emergency food reserve projects also constitute a very important factor to be taken into consideration in deciding on the appropriate stock policy. This has been highlighted by the recent evaluation by WFP, in cooperation with FAO, of five projects in Africa involving both emergency reserves and price stabilization stocks 1/. This evaluation has underlined the constraints in project design, the need to take full account of all aspects of a country's food and agricultural situation, and the importance of the preparation of disaster preparedness programmes as well as of concerted supporting measures by donors if a food reserve project is to achieve its food security objectives.

93. Several Asian countries such as India, Indonesia and Pakistan with a well-developed food security infrastructure have had positive operational experience of national reserves - largely built from domestic resources - which for many years have formed a vital link in national networks of food management, procurement and import programming. However these pre-conditions for operating national reserves are much less favourable in countries which face a lack of technical and managerial experience in stocking operations, combined with a chronic food deficit, deficiencies in marketing and crop reporting systems, and a high vulnerability to instability in supplies. Price stabilization stocks, which are more complex than emergency stocks, are particularly difficult to operate successfully in conditions of chronic food deficits and without ample capital resources for purchasing operations; and they may be simply absorbed in working stocks or depleted in periods of crop failure without any assurance of replenishment. In this connection, the checklist for price stabilization projects developed by WFP in cooperation with FAO sets out in some detail the elements which should be in place for a food-aided price stabilization project to be an effective tool for encouraging local production through producer price support while maintaining stable consumer prices.

94. It is also necessary to ensure that food security is not weakened by the run-down of local food reserves in rural areas following the establishment of centrally located state or commercially operated modern storage depots. The development of community or village storage units has lagged behind partly because such projects are less attractive to capital investors.

1/ WFP/CEA: 18/11 Add.1, Sectoral Evaluation of Food Aid for Price Stabilization and Food Reserve (Emergency Stock) Projects, October 1984.

95. Overall, national reserve projects can operate successfully within an appropriate framework. A clear distinction must be made between emergency stock operations and price stabilization stocks, and adequate infrastructure, stock management and information systems should be in place before the reserve enters into operation. Emergency stocks are not meant to be self-sustaining, however, and will need to be replenished when they are drawn upon to meet emergency needs.

96. The recurrent costs of an emergency stock were of the order of US$360 per tonne per year in 1979 in the Sahelian zone, without counting management overheads or the interest on loans.

97. It is, no doubt, for the reasons outlined above that the majority of aid agencies have come recently to pay more attention to improving national preparedness as the area of intervention where the maximum increase in food security may be obtained most speedily. While the sum total of the investment needed to put in place a functional, efficient food information or early warning system may seem excessive, the potential savings are much higher, the actual level depending on the size of the population at risk covered by the system. In the extreme case of the occurrence of a generalised and acute food shortage due to widespread crop failure, the ability to foresee such an event a month earlier than would have been the case without an early warning system, may save lives. At the very least, and other things being equal, the level of reserve holdings can be safely reduced by an amount of food grain equivalent to consumption of the population at risk during a period equal to the time gained by earlier prediction of the crop failure, and earlier arrival of relief supplies.

98. The economic argument supporting expenditure on food information and early warning systems gains in force when it is applied to a sub-regional system. Although a sub-regional system must necessarily be constructed on a foundation of national systems, it should be possible, with astute organisation, for member States to pass on certain of the overhead costs of a complete, self-contained national system to the sub-regional level, thus reducing the national costs. The SADCC experience in this respect would appear to indicate that the time has now come to look again at the possibility of such sub-regional schemes among other intergovernmental groupings, particularly the CILSS. A study of the feasibility of a system for the IGADD states has already begun.

99. While advisory services for assistance to, and improvement in food security planning and programming are not costly interventions compared to other forms of assistance to food security, one is surprised at the small number of projects (9) of this nature operating under FAO's Food Security Assistance Scheme.

100. An analysis of 80 projects in the field of food security financed by USAID since 1974, 24 of which are on-going, reveals a tendency to concentrate in recent years on projects aimed at increasing the production of food, reducing pre- and post-harvest food losses as well as increasing national preparedness. Projects aimed at the increase of food supplies in emergencies, the improvement of marketing functions and advisory services for planning and programming food security, on the other hand, are no longer being financed or are receiving a smaller allocation of funds.

Table 2 - USAID Projects for Food Security in Africa 1974-1986

	Total cost			
	On-going		Completed	
	$ million	Number of projects	$ million	Number of projects
Programmes aimed at the improvement of food supplies in emergencies	-	-	20	9
Projects aimed at increasing food production	138	7	99	17
Measures to improve internal marketing and distribution networks and their functioning	34	5	120	14
Reduction of pre- and post-harvest losses	27	7	5	5
Measures to increase national preparedness	22	2	3	2
Advisory servises for assistance to, and improvement of food security planning and programming	-	-	26	6
Multi-purpose	15	3	35	3
TOTAL	235	24	308	56

The Role of Food Aid in contributing to Food Security

101. In the last few years there has been considerable discussion of the merits, dangers and future of food aid. It is, however, generally agreed (cf. Food Aid for Development: a Reconsideration, 1986 1/) that food aid remains an essential component of development aid, and should be used to stimulate food production. The importance of food aid in alleviating food shortages, and as a capital resource has also been clearly demonstrated.

102. However since food aid is at present given to African countries (especially sub-Saharan African countries) substantially in the form of commodities which cannot be produced in the recipient country, it can possibly create distortions in consumption patterns and discouragement to the production of traditional food crops, giving rise to an even greater problem for long-term food security. It is necessary to strike a difficult balance between this consideration and the need to meet the most urgent food shortages. One solution is the implementation of triangular arrangements

1/ Document prepared by ECA for the WFP-ADB Seminar on Food Aid for Development in Sub-Saharan Africa, Abidjan, Côte d'Ivoire, 8-11 September 1986

under which food aid is financed from purchases, either in the recipient or neighbouring countries, so that it fits better the traditional food habits, especially of poorer people. This solution, which has been used on a number of occasions in the recent past, does, of course, depend for its success on the existence side-by-side of both deficits and surpluses.

103. As a component of development aid, food aid must be properly integrated into national development plans so that it contributes to economic growth. According to J.M. Mellor, Director of the International Food Policy Research Institute 1/, this result will be achieved if three conditions are satisfied by donors and two by the recipient countries. These are the following.

104. The donor should: (a) guarantee regular supplies on a multi-year basis in order to allow long term development programmes to be implemented; (b) ensure aid in sufficient volume - only an appreciable increase in a country's total food supplies can have any noticeable effect on employment; - and (c) define the conditions under which the aid can be used to best advantage in order to, for example, provide the other means necessary to a rational use of the labour force.

105. The recipient country should: (a) give priority to agricultural development to avoid any harmful effect of the aid on food crop production and to allow the implementation of a strategy of growth through employment; and (b) pursue policies aimed at spreading capital resources in the most equitable way among the entire labour force in order to stimulate growth.

106. As a capital resource, food aid may be used to build up emergency food reserves, always providing that care is taken in the choice of suitable forms of such aid which are easily acceptable for consumption by the population concerned, and that not only in cases of severe food scarcity. It must be remembered that a food reserve stock has to be renewed periodically (every two or at most three, years) even when not drawn upon for an emergency.

107. The use of food aid to compensate for short term food shortages, caused by fluctuations in production levels or commercial importing problems, is a way of improving food security.

108. The three components of food security that are generally agreed upon since the publication of the Director General of FAO's Report to the Eighth Session of the Committee on World Food Security in 1983, that is to say: increasing production, stabilising supplies and improving access to supply, may each benefit from the use of food aid in different ways.

109. In discussing the use of food aid as a resource, it is important to recognise the interactions among the three components of food security. For example, food aid used in support of projects which improve production can also make a direct contribution to the access of poor people to food. Similarly, food aid which contributes to supply stability can be given in support of policy reforms which increase production incentives. And direct interventions to assure access can also stabilise supply and in some cases contribute to infrastructure development. All these are examples of positive interactions which food aid given to strengthen one component of

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1/ John W. Mellor, Aide alimentaire: réflexions sur une décennie d'action. Tiré de Alimentation et Nutrition, Vol. 10, No. 1, IFPRI, Washington 1984.

food security can have on the other two. Negative interactions are, however, also possible. For instance, in the use of food aid, as in the case of other types of aid, conflicts can occur between growth and equity. Also, the short-run stabilising impact of food aid in times of production shortfall or balance of payments difficulties could be offset by long-run damage to food security, when the food aid distorts dietary habits and creates indue reliance on food aid 1/.

110. Food aid in cereals to Africa rose from 1.7 million tons in 1973/1974 to 7.6 million tons in 1984/1985, immediately following the drought in 22 countries which gave rise to an emergency situation. However, in the 12 month period 1981/1982, i.e. before the recent drought, cereals aid had already reached the figure of 4.9 million tons, of which 2.3 million tons were for sub-Saharan Africa. Africa's share of all cereal aid to developing countries represented 31.7 per cent in 1973/1974, but had risen to 56.7 per cent by 1981/1982 and reached 61.5 per cent in 1984/1985, following the emergency. Figures for the total value of cereals aid reaching Africa are not easy to find, but the value of disbursements of food aid made annually by the Development Assistance Committee (DAC) of OECD member countries is readily available. Assuming that Africa's share in DAC member countries disbursements is the same as its share in total cereals aid shipments to developing countries then the value of cereals aid to Africa was $358 million in 1973, while in 1981 it had risen to $1,660 million and, in 1984 reached $1,800 million 2/.

111. It would be interesting to know what proportion of total food aid is made up of emergency shipments. Unfortunately it has not been possible to ascertain the proportion for Africa; however, world wide emergency shipments of food aid in the 12 month period 1981/1982 represented 21.2 per cent of all food aid. The corresponding percentage for 1984/1985, after the drought was 26.6 per cent. In the same year (1984/1985) 2.3 per cent of food aid was deveoted to building up food security reserves 2/.

112. Apart from emergency shipments, regular food aid is disposed of in two main ways in the recipient country. It may be either sold on the internal market and the sales revenue obtained used for development purposes (programme aid) or it may be used as food-for-work in designated projects or directly allocated to specific, vulnerable, targeted consumers (project aid). These two forms of aid are sometimes referred to respectively as 'indirect' and 'direct' aid. Food aid used to augment reserve stocks is a particular sub-class of project aid.

113. While both programme and project aid can be used to contribute to improving food security, recourse to emergency food aid should be considered a sign that food security has broken down or is inadequate.

114. A breakdown of cereals food aid to Africa by countries, from 1973/1974 to 1984/1985 is given in annex V.

Resource flows to food security improvement in Africa

115. It is necessary to define what shall be considered as food security programmes or projects. The study included all programmes or projects which in the opinion of either the country conducting the programme or project, or

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1/ See Food Aid and Food Security: past performance and future potential. FAO Economic and Social Development Paper No. 55. Rome 1985.

2/ Food Aid in figures; No. 4, FAO, 1985.

a donor aid agency assisting in its financing, is directed to the improvement of food security in the short- or medium-term, with the exclusion of purely emergency measures 1/. Purely emergency measures are considered to be a sign of the failure of food security measures; long-term programmes and projects aimed at the increase of local food production are excluded, since they are not yet generally considered food security projects, although, in fact, they do help to remove food insecurity, as may also other projects aimed at improving rural incomes. There is no law which states that a given type of project increases food security, while another does not. The food security impact needs to be examined in very circumstance.

116. Unfortunately there is no single source of detailed information on all external assistance aimed at improving food security.

117. FAO, however, maintains a data bank which stores information on the financial flows to agriculture grouped according to source and the main purpose of the commitment. The purpose codes used in this data bank are such that it has been possible to select certain codes which seem to relate more or less closely to activities with an impact on food security in the short and medium term. The purpose codes were used to establish two categories of external assistance to food security: food security ("narrow definition") which includes assistance for projects specifically designated as "food security", "food policy" or "food strategy" projects and food security ("broad definition") which, in addition to the foregoing, also includes assistance indicated as intended to improve certain agricultural services (storage, marketing boards, buffer stock finance and rural development banks and credit schemes and agricultural meteorology and increase the production of staple food crops, livestock and fisheries.

118. Using the information obtained from the data bank, as well as from other sources within the organisation and the World Food Programme it has been possible to evaluate the average annual non-domestic resource flow to agriculture in Africa for the improvement of food security for the period 1975/1977 to 1982/1984. This evaluation is shown in table 3.

1/ Emergency measures can, however, be so designed that they have an effect going beyond that of merely restoring the status quo; they are not then purely emergency measures. Some of the projects undertaken by FAO's Office for Special Relief Operations (OSRO) are of this nature and have been considered. (see Annex IV).

Table 3 - Resource Flows to Food Security in Africa compared to other Assistance to Agriculture and to Total Official Development Assistance - Annual Average for the period 1975/1977 - 1982/1984

(in US$ millions)

Food Security (narrow definition) 1/		293
through FAO/WFP	18	
Other multi-laterals	179	
bi-laterals	96	
Food Security (broad definition) 2/		656
Total External Assistance to Agriculture 3/		2,178
Food Aid 4/		1,325
Total ODA 5/		13,463

1/ Mainly short and medium-term improvement measures.
2/ Short, medium and long term assistance to food security; marketing; storage; credit, food crop, livestock and fisheries production.
3/ Excluding technical assistance grants; average of 1975/1977 and 1982/1984 averages.
4/ Average DAC disbursement (1973-1984) x $\frac{100}{95}$; includes emergency aid.
5/ Average for the years 1980/1983.

Source: FAO-ESP "External Aid to Agriculture" Data Base, Food Aid in Figures. No. 4 FAO 1986 and OECD 1984.

Table 4 - Official Committments of Assistance (excluding technical assistance grants) to Food Security in the African Continent (at constant prices)

	1975	1976	1977	AV. 75/77	1982	1983	1984	AV. 82/84
	US$ millions							
Food security (narrow definition)	120.02	57.44	162.34	113.27	309.68	416.22	308.88	344.93
Food security (broad definition)	249.12	208.54	330.93	262.86	728.11	692.67	923.11	781.30

Source: FAO-ESP "External Aid to Agriculture" Data Base - Selected sectors of agricultural services, crop production, livestock, fisheries and unallocated agricultural subsectors.

119. Changes in the annual resource flow are indicated by the figures in table 4. It can be seen that external assistance to the improvement of food security in Africa has tripled over the period 1975/1977 to 1982/1984.

120. Compared to total external assistance to agriculture assistance to food security (broad definition) represents about 30 per cent of the total, while that to food security (narrow definition) about 13 per cent. The average annual value of food aid dispensed to Africa is just over twice the annual amount spent on improving food security.

Assessment of past efforts

121. It is not easy to assess the efforts towards food security which have been made up to now. One would wish to know what these efforts have achieved.

122. As we have seen in this report, the need for food security arises from three sources: short-term instability of food production in virtually all African countries, a structural deficit in food production in the majority of African countries and widespread poverty, rural and urban, in most, if not all countries of the continent.

123. The first mentioned source of food insecurity is so largely a result of natural phenomena that there is no possibility of eliminating all short-term instability in production. There is, however, the possibility of reducing this instability by the widespread introduction into African agriculture of new technologies which bring more of the factors of production under the producers' control (e.g. irrigation, plant protection). Nonetheless, for the foreseeable future, the only answer to this instability is greater preparedness by Governments to cope with its consequences.

124. At least 15 countries now have food information and/or early warning systems, while a further 8 countries are in the process of preparing them. Not all the national systems are fully functional and efforts are still needed to perfect them.

125. In addition, the framework of a sub-regional early warning system now exists in the SADCC group of countries with its headquarters in Harare, Zimbabwe. This sub-regional system, however, will only be fully operational when each country of the group has completed its own national system.

126. Work is already in hand towards the establishment of a sub-regional early warning system among the countries of IGADD (Djibouti, Ethiopia, Kenya, Somalia, Sudan and Uganda).

127. The West African grouping of countries within the CILSS have now prepared a number of programmes in the fields of agro-meteorology, hydrology, agricultural statistics and food supply surveyance which will form the basis for a sub-regional early warning system. This is the sub-region where there is the most pressing need of more intensive efforts to improve preparedness, in view of the area's known proneness and vulnerability to drought.

supplies within the individual countries (increasing purchasing power of both rural and urban poor with insufficient "food entitlement", compensation between regions and districts, food stamp schemes, food-for-work etc.). Some of the direct and indirect measures which can be used to enhance access to food supplies by the needy sections of the population are discussed in a paper by Nora Lustig delivered at the Symposium on World Food Security held in FAO Headquarters from 3 to 7 September 1984 . It is no longer assumed that attention to aggregate food supplies at national level is sufficient to ensure food security; attention must also be paid to food security at the district, village and household levels 1/. A recent study by the World Bank also concludes that food security is more a problem of proverty than of food shortage 2/.

IV. OVERALL ASSESSMENT

143. Looking back over the last 12 years one can see that "food" has been firmly placed on the agenda in any discussion of African development. Scarcely any national development plan does not accord food self-sufficiency and food security a high, or the highest priority.

144. National preparedness has increased, but very few countries are fully geared up to face future food shortages really competently, and efforts in this direction must be intensified.

145. A good start has been made at utilising the possibilities for sub-regional cooperation in the field of food security by the countries of the SADCC group and others; these initiatives need to be enlarged.

146. In view of the outlook for food supplies in Africa at the horizons of 1990 and 2010, there is no room for complacency, even if the general recognition of Africa's critical economic situation, promises of international assistance and the acceptance by African Governments of the recommendations made by FAO at its Regional Conference for Africa last year should prove to be more than pious sentiments. It is unfortunate that the need to concentrate on emergencies in the years past has prevented due attention being given to the problems of the long-term need to increase food production.

147. There is some evidence that interventions in the field of food security have not always been well coordinated and lack the coherence within well conceived policy frameworks which is necessary to obtain the desired end and avoid duplication of effort.

148. Such a policy framework can be obtained by the preparation of a well-conceived national food strategy (though sight should not be lost of the fact that such a strategy needs to be integrated within an agricutural development strategy which itself belongs within an overall national development strategy). Not all countries have yet elaborated such national food strategies.

149. As well as the need for a strategy for each country, there is also a need for a mechanism to coordinate and allocate responsibilities for external assistance agencies willing and able to assist countries implement their strategies.

1/ See also Technology applied to Agricultural Development and related development areas. Report of the Ad Hoc Panel of Specialists on Science, Technology and Food Security, organised in Cooperation with the Ministry of Lands, Agriculture and Rural Settlement of the Government of Zimbabwe (Harare, 7-13 January 1986) (United Nations General Assembly document A/CN.11/AC.1/VI/2 dated 4 April 1986).

2/ Poverty and Hunger. A World Bank Policy Study, 1986.

150. The existing mechanisms for such coordination, the Development Assistance Committee, UNDP Round Tables, World Bank Consultative Groups seem to be concerned with too many aspects of development to have been able to address satisfactorily the problem of food security in Africa.

151. Before such a mechanism can function satisfactorily there is a prior need for the regular and timely, assembly of information concerning the food situation in Africa as well as governmental and non-governmental initiatives in the sub-sector of food security. There is at present no single source of such information.

152. While increased resources need to be allocated to food security, the prospects for external assistance to support African governments own efforts to achieve greater food self-sufficiency and improve the food security of their populations has to be seen in the context of the current compression of aid budgets by many donor countries. There is no evidence that agriculture is being insulated from this downward trend by receiving a higher priority in the sectoral allocation of aid. The trend to increase the share of agriculture in total aid appears to have come to a halt 1/. One can only hope that food security receives a greater share of aid to agriculture, but the indications of this are lacking.

153. There are unfortunate signs that, following a recovery from the severe drought conditions of 1984, as a result of subsequent good harvests, many African governments have themselves turned their attention to other problems than food security.

154. This review of on-going food security programmes and projects has revealed that there is a generally increased awareness of the necessity for national preparedness to cope with food emergencies. This awareness has led to greater emphasis being placed on the gathering of information; as one writer has put it "there is no good excuse for an LDC not to know the essential facts about its own food situation" 2/. While this is a truism, it also remains true that no accurate assessment of food security status is possible without a knowledge of farm-level stocks, which are not yet generally known in any African country.

155. Food Security projects will probably, and should, concentrate on obtaining increasingly accurate, and timely, information relevant to the assessment of countries' food situation.

156. Africa's long-term food security needs cannot be separated from global improvements in the terms of international trade in foodstuffs and the resolution through such fora as the United Nations Conference on Trade and Development (UNCTAD), the General Agreement on Tariffs and Trade (GATT) and the Lomé Conventions between the European Community and the ACP countries, of the problem of World Food Security.

157. In the meanwhile African countries need to improve their access to food supplies across borders (possibilities for earning more foreign exchange, using forward markets, food aid, use of the IMF cereal imports facility, assistance from UNCTAD, triangular arrangements with international financing agencies, etc.).

1/ African agriculture: the next 25 years, Annex 1. FAO, 1986.

2/ Mr. Mangahas in "Food Security: selected themes and issues" FAO 1985.

158. Similarly, the current efforts to improve marketing and reduce pre- and post-harvest food losses must be maintained and intensified.

RECOMMENDATIONS

159. In view of the conclusions of this report the Conference of Ministers may wish to consider the following actions:

1. Recommend that each member State undertake a detailed reexamination of its past food policy and efforts in search of food security with a view to assessing their relevance and evaluating their performance in the light of the present situation.

2. Recommend that those member States, which have not yet done so, formulate a national food strategy or plan as well as a national preparedness plan.

3. Appeal to the international community to augment its assistance to African countries to enable them to achieve their goal of food security in the short, medium and long terms and to fully implement the recommendations of the World Food Conference concerning World Food Security.

4. Request the international community and food surplus nations in general to provide, and programme as far ahead as possible, the food aid necessary to meet African countries' food deficits in the years to come.

5. Appeal to all international agencies to better coordinate their activities in the field of food security in Africa and increase their exchange of information on all aspects of the African food situation and outlook.

Table 1 - Composition of Food Consumption, in calorie equivalents for 20 African countries, 1979-1981

	Average percentage share in total consumption												
	Cereals	Roots and tubers	Sugars and honey	Pulses	Nuts and oilseeds	Vegetables	Fruits	Meats and offals	Eggs	Fish and Seafood	Milk	Oils and fats	Alcoholic beverages
Algeria	56.8	2.2	11.7	2.0	0.2	1.0	3.6	2.0	0.4	0.2	6.0	13.1	.2
Comoros	38.8	33.3	2.8	2.0	8.4	0.2	6.8	2.3	0.2	1.2	1.0	3.3	-
Benin	34.6	37.2	0.8	2.7	6.2	0.9	2.1	2.2	0.1	0.7	0.5	10.9	.2
Botswana	53.1	1.0	9.6	7.9	0.1	0.9	0.9	6.0	0.1	0.1	8.9	9.2	2.0
Cameroon	32.3	21.1	3.3	3.8	8.6	1.1	9.3	3.3	0.1	0.8	0.7	8.7	.4
Central Afr.R.	15.9	52.0	1.6	0.9	11.1	0.5	5.0	4.1	0.0	0.5	0.3	6.1	.8
Congo	15.2	49.8	4.5	1.0	3.8	0.5	7.5	2.0	0.1	2.3	0.8	10.2	.2
Malawi	69.3	2.4	3.5	8.2	5.2	0.8	1.9	1.4	0.2	0.8	0.6	3.1	.6
Ghana	32.8	36.7	2.4	0.1	3.8	1.1	8.4	2.2	0.2	2.8	0.3	6.8	.3
Kenya	52.6	9.1	10.4	5.1	1.1	0.7	2.5	4.7	0.1	0.1	5.1	5.8	0.2
Madagascar	60.2	17.2	4.6	1.6	1.0	0.7	3.6	5.6	0.2	0.4	0.4	3.2	1.0
Mali	73.5	2.5	2.9	2.2	4.6	0.5	0.1	4.2	0.1	0.8	2.3	5.5	.5
Mozambique	34.0	39.5	6.3	2.1	2.1	0.5	1.6	1.9	0.1	0.3	0.7	10.2	.6
Nigeria	42.2	25.4	4.5	2.9	5.3	1.1	2.3	1.9	0.3	1.2	0.9	11.7	0.1
Rwanda	10.4	41.9	0.7	17.2	1.0	0.8	10.0	1.1	0.0	-	0.8	1.3	14.7
Somalia	50.9	1.1	6.6	-	1.3	0.2	3.1	10.5	0.1	0.2	16.7	6.1	-
Sudan	51.7	1.8	10.5	1.7	2.9	1.0	2.6	5.2	0.2	0.1	5.6	15.5	1.0
Togo	49.7	36.5	3.2	2.7	4.0	0.7	0.8	2.1	0.1	1.0	0.2	6.1	0.7
Uganda	30.0	18.5	2.9	9.9	4.1	0.7	19.7	2.3	0.1	1.3	2.5	1.6	5.2
Zaire	14.5	58.4	1.1	1.8	4.6	1.5	6.2	1.8	0	0.6	0.1	7.7	.5

Source: FAO, 1984. Food Balance sheets, 1979-81 Average, Statistics Division, FAO, Rome.

Table 2 - Short-term cereal production, imports and food aid requirements in sub-Saharan Africa, 1986/87 or 1987 (in thousand tons)

Region/ Country	Marketing year	1986 Cereal production		Past imports			Position for 1986/87 or 1987						
				1985/86 or 1986		Average for previous 5 years	Cereal import requirements	Anticipated commercial imports	Food aid requirements		Exceptional local purchase requirements	Cereal import position	
		Total	As % of average of previous 5 years	Total	of which commercial				Total	of which exceptional		Commercial imports already made or contracted	For a. Pledges or
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)		1/ (13)
EASTERN AFRICA		20 404	125	2 484	619	2 454	2 296	803	1 493	300	360	193	962
Burundi	Jul./Jun.	464	113	15	5	21	18	10	8	-	-	-	3
Comoros	Jan./Dec.	21	160	41	34	27	36	29	7	-	-	-	-
Djibouti	Jan./Dec.	-	-	48	32	43	50	40	10	-	-	-	-
Ethiopia	Jan./Dec.	5 700	106	1 119	270	431	900	300	600	300	-	-	197
Kenya	Jul./Jun.	5 258	129	229	82	450	195	75	120	-	-	31	96
Rwanda	Jul./Jun.	316	102	28	8	23	37	21	16	-	-	-	19
Seychelles	Jan./Dec.	-	-	9	8	7	10	8	2	-	-	-	-
Somalia	Jan./Dec.	640	145	188	41	346	205	35	170	-	-	-	70
Sudan	Nov./Oct.	4 377	151	711	106	700	530	165	365	-	350	12	489
Tanzania	Jun./May	3 858	125	83	28	365	265	110	155	-	-	150	64
Uganda	Jan./Dec.	1 764	144	13	5	41	50	10	40	-	10	-	4
SOUTHERN AFRICA		9 058	111	1 682	875	2 037	1 986	924	1 062	478	7	517	825
Angola	Apr./Mar.	340	101	217	162	316	330	180	150	110	-	34	82
Botswana	Jul./Jun.	20	86	190	156	154	188	148	40	10	-	119	58
Lesotho	Jul./Jun.	132	92	152	107	159	197	122	75	33	-	70	31
Madagascar	Jan./Dec.	2 293	103	200	83	260	215	120	95	-	-	-	52
Malawi	Apr./Mar.	1 368	95	25	25	48	36	36	-	-	4	3	-
Mauritius	Jul./Jun.	6	217	152	129	169	166	151	15	-	-	152	2
Mozambique	May/Apr.	450	95	369	30	480	640	30	610	325	-	24	470
Swaziland	May/Apr.	100	118	56	56	67	46	44	2	-	-	48	1
Zambia	May/Apr.	1 200	121	181	75	247	75	20	55	-	-	4	120
Zimbabwe	Apr./Mar.	3 134	131	120	52	137	93	73	20	-	3	63	11

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Table 2 (continued)

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
WESTERN AFRICA		24 072	125	3 813	2 564	5 085	2 625	2 067	556	-	185	120	431	5
Benin	Jan./Dec.	514	120	127	126	91	73	63	10	-	-	-	-	-
Burkina Faso	Nov./Oct.	1 925	153	101	45	111	90	90	-	-	60	-	7	-
Cape Verde	Jan./Dec.	9	225	79	10	65	68	8	60	-	-	-	34	-
Chad	Nov./Oct.	754	167	51	4	95	35	-	35	-	30	-	11	-
Côte d'Ivoire	Jul./Jun.	991	104	429	429	544	540	540	-	-	-	33	-	-
Gambia	Oct./Sept.	144	151	111	103	66	45	30	15	-	-	22	16	-
Ghana	Oct./Sept.	825	129	167	99	195	145	80	65	-	-	-	46	-
Guinea	Jan./Dec.	604	112	98	74	146	100	70	30	-	-	-	53	-
Guinea Bissau	Jan./Dec.	200	131	14	1	43	17	1	16	-	-	-	12	-
Liberia	Jan./Dec.	295	106	125	89	112	120	72	48	-	-	-	55	-
Mali	Nov./Oct.	1 782	139	162	76	205	50	30	20	-	70	-	47	-
Mauritania	Nov./Oct.	119	202	174	68	210	184	80	104	-	-	-	12	-
Niger	Oct./Sept.	1 825	113	92	8	135	25	10	15	-	-	-	28	-
Nigeria	Jan./Dec.	12 250	123	945	945	2 285	500	500	-	-	-	-	-	-
Senegal	Nov./Oct.	963	116	449	356	599	426	336	90	-	25	65	79	-
Sierra Leone	Jan./Dec.	559	99	81	23	112	127	87	40	-	-	-	29	-
Togo	Jan./Dec.	313	91	108	108	71	80	70	10	-	-	-	2	-
CENTRAL AFRICA		2 159	104	858	746	720	609	479	130	-	-	148	38	-
Cameroon	Jul./Jun.	914	98	389	387	226	200	195	5	-	-	117	1	-
Cent.Afr.Rep.	Sept./Aug.	106	99	27	20	40	50	43	7	-	-	-	-	-
Congo	Jul./Jun.	10	111	77	77	88	100	90	10	-	-	19	-	-
Eq. Guinea	Jan./Dec.	-	-	1	1	5	7	4	3	-	-	-	-	-
Gabon	Jan./Dec.	13	115	43	43	40	43	43	-	-	-	-	-	-
Sao Tome	Jul./Jun.	1	100	3	2	8	9	4	5	-	-	-	5	-
Zaire	Jan./Dec.	1 115	109	318	216	313	200	100	100	-	-	12	61	-
TOTAL		55 693	121	6 337	4 804	10 296	7 516	4 273	3 243	743	552	978	2 306	61

Note: Totals computed from unrounded data.

1/ FAO has included all pledges reported to the GIEWS, whether for free distribution or market sale. However, there may be some cases where governments count some food aid received for market sale against commercial import requirements.

Source: Food Outlook, February 1987

Table 3 - Cereal Consumption, Production and Trade Growth Rates and Self-Sufficiency Ratios

Region	Growth rates in total cereals						Self-sufficiency ratios	
	1970-80			1980-90				
	Cons.	Prod.	Gross imports	Cons.	Prod.	Gross imports	1979-81	1990
	percent per year						percent	
World	2.7	2.6	7.1	2.0	2.1	1.8	99.8	100.5
Developed	1.7	2.2	6.0	1.2	1.3	0.9	109.1	110.7
Developing	3.8	3.1	8.7	2.9	3.0	3.0	90.4	91.6
Africa	3.1	1.1	11.8	2.8	1.9	5.4	76.3	70.1
Latin America	4.4	2.9	10.8	3.0	3.2	3.4	90.8	93.3
Near East	4.4	3.1	10.6	3.3	1.6	6.1	76.7	65.0
Far East	3.0	2.7	3.0	2.8	3.1	1.2	94.2	97.8
Asian CPE	4.3	3.9	9.7	2.8	3.3	-3.1	94.1	98.4
Other developing	4.6	4.4	5.1	2.4	3.8	1.9	7.5	10.0
Low-income food-deficit (excluding China and India)	3.0	2.2	7.6	2.7	2.5	3.6	84.6	82.7
of which Africa	2.8	0.9	11.8	2.6	2.0	5.4	79.3	75.1

Source: FAO Agricultural Commodity Projections to 1990.

Table 4 - Per Caput Consumption of Cereals, and Roots and Tubers, 1979-81 and 1990

Region	Cereals				Roots and Tubers			
	1979/81		1990		1979-81		1990	
	Food	Feed	Food	Food	Food	Feed	Food	Feed
	kg/year							
World	161.6	129.4	171.4	132.1	73.9	25.1	72.6	20.5
Developed	160.3	395.0	161.9	421.9	76.1	67.6	71.7	56.9
Developing	162.0	34.3	174.4	41.2	73.2	9.9	73.0	9.1
Africa	128.5	10.5	126.1	11.0	165.5	4.0	164.0	3.4
Latin America	130.0	104.1	142.6	111.0	66.2	31.5	62.8	29.7
Near East	201.5	78.9	206.5	99.7	24.6	0.5	27.7	0.7
Far East	156.2	5.7	169.1	6.6	26.0	0.8	28.1	0.9
Asian CPE	184.0	43.2	206.2	57.3	106.0	17.0	103.1	15.9
Other developing	64.5	4.9	65.0	4.6	245.8	12.0	248.4	10.0
Low-income food-deficit (excluding China and India)	149.2	6.8	151.0	8.0	94.0	2.5	97.1	3.0
of which Africa	123.1	7.0	119.0	6.5	179.3	3.3	177.8	3.2

Source: FAO Agricultural Commodity Projections to 1990.

FAO FOOD SECURITY PROJECTS FUNDED IN AFRICA
(OPERATIONAL OR READY TO BECOME OPERATIONAL)
BY MAIN PURPOSE - AS AT 31 DECEMBER 1986

		Duration years	Recipient Country	Total Value US$000	Donor
I.	Programmes aimed at the improvement of food supplies in emergencies				
1.	Grain and food security reserve stock (Phase II supplement)	2	Chad	1 050	Netherlands
2.	Mise en place du système de gestion du stock régulateur		Madagascar	40	FAO (TCP)
3.	Réserve Grain Storage, Beira		Mozambique	190	FAO (TCP)
	Total: 3 projects (rounded to US$ 1.3 million)			1 280	

	Title	Duration years	Recipient Country	Total Value US$000	Donor
II.	Measures to improve internal marketing and distribution networks and their functioning				
1.	Support to OFNACER's storage and staff training programme	3	Burkina Faso	949	Switzerland
2.	Assistance to the National Institute of Cooperatives (INC)	2	Cape Verde	948	Italy
3.	Support to the "Office National des Céréales"	2.5	Chad	4 562	Netherlands
4.	Construction of a rice mill at Kuntaur	1	Gambia	724	Italy
5.	Assistance opérationnelles à la gestion du Commissariat à la Sécurité Alimentaire (United Nations Volunteers)		Mauritania	429	UNDP
6.	Support to the organizations in charge of the marketing and management of the grain stocks	3	Niger	1 670	Netherlands
7.	Support to Grain Storage, Marketing and Processing in Rural Areas	1	Senegal	113	Spain
8.	Technical assistance in food-grain marketing	1	Somalia	340	Norway
9.	Marketing management assistance for Food Security (Phase II)	2	Zambia	499	Netherlands
10.	Bag-to-bulk transfer facility for maize at NAMBOARD Depot, Lusaka	1.25	Zambia	416	Australia
11.	Development of village mills	1.5m	Zambia	85	Australia
	Total: 11 projects (rounded to US$10.7 million)			10 735	

	Title	Duration years	Recipient Country	Total Value US$000	Donor
III.	Measures to increase national preparedness (Food Information, Early Warning and Crop Forecasting Projects				
1.	Early Warning System (SADCC)	1	Angola	122	Denmark
2.	Early Warning System (SADCC)	1	Botswana	207	Denmark
3.	Early Warning System (preparatory phase)	0.5	Chad	189	UNDP
4.	Early Warning System (Phase I)	1	Ethiopia	508	Norway
5.	Improvement of Agricultural Statistics and Establishment of Crop Forecasting and Early Warning System	3	Ghana	1 300	UNDP
6.	Early Warning System (SADCC)	2	Lesotho	524	Denmark
7.	Early Warning System (SADCC)	1	Malawi	296	Denmark
8.	Early Warning System (SADCC)	2	Mozambique	577	Denmark
9.	Early Warning System		Nigeria	210	FAO
10.	Assistance à la mise en place d'un système d'alerte rapide et de prévision de récolte (Phase I)	2	Senegal	367	Netherlands
11.	Strengthening Remote Sensing Component of the Early Warning System		Somalia	124	UNDP
12.	Early Warning System (SADCC)	1	Swaziland	187	Denmark
13.	Early Warning System and crop Monitoring (Phases I & II)	5	Tanzania	1 934	Netherlands
14.	Strengthening of the crop forecasting and Early Warning System (Phase I)	2.5	Zambia	1 056	Netherlands
15.	EWS (Phase II) & Census of Agriculture		Zambia	2 391	Netherlands
16.	Early Warning System (SADCC)	2	Zimbabwe	227	Denmark
17	Remote Sensing Component of an Early Warning System for Eastern African Countries		Subregional	1 480	Japan
18.	Remote Sensing component of an Early Warning System in Southern Africa		Subregional	1 220	Japan
19.	Early Warning System (SADCC)		Sub-egional	1 586	Denmark
20.	Preparatory Assistance to the establishment of a Regional Resources Information System and other selected elements of the SADCC Regional Food Security Programme	2	Subregional	250	UNDP
	Total: 20 projects (rounded to US$14.8 million)			14 755	

	Title	Duration years	Recipient Country	Total Value US$000	Donor
IV.	Reduction of pre- and post-harvest food losses				
1.	Assistance in strengthening post control	2	Somalia	1 028	Netherlands
2.	Improvement of storage and post management procedures for food security	3	Sudan	965	Australia
	Total: 2 projects (rounded to US$2.0 million)			1 993	

	Title	Duration years	Recipient Country	Total Value US$000	Donor
V.	Advisory services for assistance to, and improvement in food security planning and programming				
1.	Support to the Food Security Planning Office	2	Guinea-Bissau	644	Netherlands
2.	Technical Assistance to establish the National Development Fund (Phase I)	1.5	Guinea-Bissau	294	Norway
3.	Assistance to Agricultural Planning	2	Mali	290	Norway
4.	Renforcement et prolongation du projet d'appui au Commissariat à la Sécurité Alimentaire (Phase II)	2	Mauritania	1 332	Italy
5.	Appui au Commissariat à la Sécurité Alimentaire		Mauritania	41	FAO (TCP)
6.	Assistance to the Food Security Office	2	Mozambique	227	Belgium
7.	Assistance to food security (Phase II)	1.7	Rwanda	315	Norway
8.	Food Security Advisor	5	Tanzania	374	Norway
9.	Setting up of a Regional Cereal Division in CILSS Secretariat	2	CILSS Member States	618	Italy
	Total: 9 projects (rounded to US$4.1 million)			4 133	

Summary of on-going Projects by main purpose

		US$ millions
I.	Programmes aimed at the improvement of food supplies in emergencies; 3 projects in:- Chad, Madagascar, Mozambique	1.3
II.	Measures to improve internal marketing and distribution networks and their functioning; 11 projects in:- Burkina Faso, Cape Verde, Chad, Gambia, Mauritania, Niger, Senegal, Somalia and Zambia	10.7
III.	Measures to increase national preparedeness; 20 projects in:- Angola, Botswana, Chad, Ethiopia, Ghana, Lesotho, Malawi, Mozambique, Nigeria, Senegal, Swaziland, Somalia, Tanzania, Zambia and Zimbabwe. as well as the SADCC sub-region	14.8
IV.	Reduction of pre- and post-harvest losses; 2 projects in:- Somalia and Sudan	2.0
V.	Advisory services for assistance to an improvement in food security planning and programming: 9 projects in:- Guinea Bissau, Mali, Mauritania, Mozambique, Rwanda and Tanzania, as well as CILSS member States	4.1
	Total: 45 projects	32.9

PRINCIPAL CONTRIBUTIONS OF THE WORLD FOOD PROGRAMME TO FOOD SECURITY RESERVES IN AFRICA

1977-1987

Recipient Country	Quantity and nature of donation in kind	Value 1/ $ millions
CURRENT PROGRAMMES: (1980-1986) 2/		
BOTSWANA	12 000 T sorghum	3.9
ETHIOPIA	12 000 T wheat	3.7
MALI	20 000 T cereals	8.0
MAURITANIA	32 000 T cereals	8.8
MOZAMBIQUE	10 000 T maize	2.9
Sub-total	86 000 T	27.3
PROJECTED PROGRAMMES: (1987-)		
ETHIOPIA	12 000 T wheat	3.7
MADAGASCAR	100 000 T rice	48.7
SENEGAL	30 000 T rice	12.6
Sub-total	142 000 T	65.0
COMPLETED PROGRAMMES: (1977-1986)		
LESOTHO	7 000 T wheat	2.5
	2 500 T wheat	1.5
	2 500 T wheat flour	
MALI	23 200 T cereals	13.2
RWANDA	2 000 T pulses	1.0
	2 000 T sorghum	
TANZANIA	7 000 T cereals	2.2
Sub-total	46 200	20.4
Total	274 200	112.7

1/ Total commitment which may include certain costs in addition to the value of the food a

2/ Programmes for which disbursement not yet completed.

Source: World Food Programme.

(cont'd)

	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84	1984/85
	THOUSANDS TONS											
NORTH AFRICA	616.5								2 792.6			
Algeria	84.6	54.1	16.3	6.5	16.0	6.0	18.9	28.5	5.4	2.3	6.5	[illegible]
Egypt	165.5	609.7	1 685.5	2 065.7	1 732.5	2 059.9	1 758.0	1 960.0	1 956.6	1 816.0	1 782.9	1 9[illegible]
Libya												
Morocco	187.9	74.8	37.1	128.5	150.2	141.0	119.2	120.4	477.5	141.9	447.7	5[illegible]
Sudan	78.6	46.0	24.8	54.1	111.7	90.0	212.3	194.5	194.1	330.0	450.4	6[illegible]
Tunisia	99.9	59.1	60.8	107.0	209.8	157.2	164.5	98.8	96.0	153.5	146.0	191.9
GREAT LAKES COUNTRIES	9.7								119.1			
Burundi	1.2	5.5	3.4	5.9	4.2	16.0	8.2	11.6	9.0	6.6	11.4	[illegible]
Rwanda	5.9	19.3	9.8	11.5	14.6	10.3	14.3	14.8	12.6	11.9	25.3	[illegible]
Zaire	2.6	1.0	19.9	14.5	29.8	76.3	69.3	77.9	97.5	109.5	53.1	[illegible]
CENTRAL AFRICA	73.5								52.5			
Central African Republic	0.9	0.6	1.4	0.5	2.5	1.2	3.0	2.5	2.0	4.5	7.6	11.6
Chad	66.5	19.7	3.6	33.9	47.2	22.9	16.2	14.1	28.6	36.0	68.8	103.3
Congo	2.8	2.1	2.5	3.1	3.2	4.2	4.2	1.7	0.4	8.8	0.7	0.5
Equatorial Guinea	-	-	-	-	-	-	0.3	2.1	7.9	11.8	7.9	7.0
Gabon	0.3	0.5	0.2	-	0.4	2.6	-	-	-	-	-	-
Sao-Tome & Principe	-	-	2.0	1.0	3.4	1.3	1.6	1.5	3.1	1.6	9.4	10.2
Cameroon	3.0	3.5	3.9	5.4	5.1	7.8	3.6	10.2	10.5	5.6	1.1	11.7
TOTAL (Africa)	1 719.2	1 733.8	1 946.3	3 168.9	3 390.7	3 535.2	3 662.1	4 511.9	4 937.6	4 635.2	5 116.7	7 615.0
Sub-Saharan Africa	1 134.8	901.9	715.9	833.7	1 250.9	1 137.5	1 549.7	2 335.3	2 339.8	2 471.9	2 591.3	4 759.7

Source: Food aid in figures. No. 4, FAO, 1986.

TOTAL CEREALS FOOD AID TO AFRICA BY RECIPIENT COUNTRIES
1973/74 - 1984-85

	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84	1984
	THOUSAND TONS											
ASTERN AND SOUTHERN AFRICA	254.6								1 375.6			
Angola	-	-	6.0	9.6	16.2	10.8	10.9	24.8	74.5	59.8	68.9	77.
Botswana	6.5	5.4	3.4	3.4	8.4	8.8	20.0	11.3	6.5	11.9	31.9	38.
Comoros	-	0.8	3.6	5.1	3.6	5.0	2.6	2.2	7.9	6.9	5.3	5.
Djibouti	-	-	-	-	2.9	5.2	4.9	13.7	11.3	8.4	10.7	15.
Ethiopia	96.1	54.1	86.6	74.7	76.0	162.5	111.5	228.0	189.7	344.0	171.9	861.
Kenya	1.2	2.2	8.7	8.3	10.7	9.4	56.4	172.9	127.2	164.5	121.8	339.
Lesotho	25.1	14.3	18.1	10.6	23.6	37.8	28.6	44.1	34.2	27.5	50.2	71.
Madagascar	64.3	6.7	1.1	15.8	6.2	8.6	13.6	26.9	87.1	141.1	74.0	92.
Malawi	0.1	0.2	0.2	0.8	3.2	2.2	4.7	16.6	2.0	2.6	3.3	4.
Mauritius	32.8	21.6	20.0	9.2	11.2	5.7	21.5	20.8	42.5	12.9	21.9	9.
Mozambique	-	34.0	57.5	93.3	132.8	125.0	151.0	154.6	148.5	167.0	296.8	366.
Namibia												
Seychelles	0.1	0.4	0.2	1.8	2.0	3.7	2.1	1.3	1.3	0.2	1.5	1.
Somalia	16.4	111.2	55.1	79.1	72.5	87.4	136.8	330.1	185.9	188.5	176.6	241.
Swaziland	1.0	0.7	0.5	-	0.4	0.7	0.5	0.9	1.0	3.6	10.4	0.
Tanzania	10.9	147.7	108.7	134.5	101.6	53.6	89.3	235.8	307.5	171.3	135.5	127.
Uganda	-	-	-	-	-	-	16.7	56.9	48.5	14.3	10.4	30.
Zambia	0.1	5.0	5.3	28.0	15.5	50.0	166.5	84.4	100.0	83.4	76.1	112.
Zimbabwe	-	-	-	-	-	-	-	17.7	-	6.4	75.9	131.
EST AFRICA	764.9								660.9			
Benin	6.0	8.8	7.4	7.4	11.5	5.0	5.0	11.1	8.3	14.0	5.6	21.
Burkina Faso	107.9	28.0	15.7	22.0	50.0	49.1	36.5	51.1	80.9	45.4	57.3	123.
Cape Verde	-	6.9	14.9	22.6	48.3	30.9	34.1	31.1	53.6	34.8	62.5	49.
Gambia	7.6	9.0	3.0	2.7	17.6	7.4	6.8	16.2	21.0	12.8	18.8	20.
Ghana	36.2	32.8	32.0	54.5	84.4	73.3	110.0	94.3	113.1	58.4	73.8	93.
Guinea	8.6	48.9	32.6	12.0	36.9	28.4	24.2	33.9	38.6	25.0	42.6	47.
Guinea Bissau	-	10.9	10.0	14.2	23.3	16.5	17.6	26.2	30.3	34.9	19.4	30.
Cote d'Ivoire	0.9	3.6	0.4	0.3	0.6	0.3	2.0	-	0.9	-	-	-
Liberia	2.8	3.4	1.9	0.6	1.3	1.1	3.2	26.4	42.4	57.4	47.0	19.
Mali	179.9	106.5	39.1	0.2	32.8	21.5	21.8	50.3	66.4	88.1	110.9	265.
Mauritania	95.2	47.9	26.9	28.9	51.0	31.1	26.2	106.2	86.4	71.3	128.8	135.
Niger	195.0	72.5	85.5	46.0	19.9	23.3	9.1	10.9	71.4	11.8	12.7	218.
Nigeria	13.1	7.3	2.2	-	-	-	-	-	1.4	-	-	-
Senegal	101.3	26.8	16.1	30.9	166.7	59.9	60.8	152.7	82.7	91.0	150.5	130.
Sierra Leone	5.0	9.5	6.5	3.8	7.0	5.5	36.4	11.8	28.9	29.0	15.9	20.
Togo	5.4	10.8	5.9	6.5	20.9	8.1	7.4	4.2	4.6	6.7	8.7	22.

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Project symbol and title	Recipient Country	Objective	Budget (in US$)
OSRO/RAF/003/ITA - "Africa Food Aid Campaign Emergency assistance for the transport sector of selected African countries"	Republic of Zambia	Assist the Government of Zambia in collecting the maize crop in 1981 by providing trucks to the Mechanical Services Department for programming of Namboard. The purchased crop is to be collected from farmers of producer groups and transported to collection points for readying for forwarding to consumption areas.	3,030,787
OSRO/RAF/003/ITA - "Africa Food Aid Campaign - Emergency assistance for the transport sector of selected African countries"	Republic of Zimbabwe	Assist the Government of Zimbabwe in increasing the collection of the maize crop, particularly from areas inhabited by small farmers and recently resettled people through provision of trucks	1,453,452
OSRO/CVI/601/MSC - "Construction de hangars polyvalents à l'usage des coopératives agricoles"	Republic of Cape Verde	La construction d'espace de stockage pour intrants agricoles/ denrées alimentaires à l'usage des coopératives agricoles	800,000
OSRO/MAG/605/MUL - "Fourniture d'équipement de pêche aux groupements de pêcheurs d'Andranodaro (Manakara)"	Republic of Madagacar	Assister le Gouvernement dans ses efforts d'amélioration des conditions de vie de familles vivant de la pêche à Andranodaro (Manakara) par l'approvisionnement en matériel et engins de pêche.	4,100,000
OSRO/MAG/606/MUL - "Fourniture de matériel aux pêcheurs de la région de Taolagnaro"	Republic of Madagascar	L'augmentation de la production totale. En ce sens, l'équipement fourni devrait permettre de réaliser des captures journalières supérieures augmentant ainsi tant les recettes d'exploitation des pêcheurs que la recette globale d'exporation.	75,000
OSRO/MAG/608/MUL - "Assistance aux petits apiculteurs de la région d'Ambositra"	Republic of Madagascar	Assister le Gouvernement dans ses efforts de réhabilitation des activités agricoles des petits exploitants de la région d'Ambositra dont les moyens de production et les conditions de vie sont difficiles, par la fourniture d'équipement pour le développement de l'apiculture.	40,000
OSRO/SUD/601/MUL - "Assistance to Herdsmen in the Kordofan area"	Republic of Sudan	Assist the Government of the Sudan in its efforts to protect livestock population from epidemic disease outbreak	145,000
OSRO/SUD/602/MUL - "Assistance to Fishing Communities in the While Nile"	Sudan	Improve the economic and social standards of the fishermen in Raddis and Jore fishing villages (70 km South of Kosti) through the provision of fishing gear as well as strengthening the fisheries administration infrastructure for marketing the catch	150,000

OFFICE FOR SPECIAL RELIEF OPERATIONS OSRO-OPERATED LOGISTICS, STORAGE AND OTHER FOOD SECURITY PROJECTS . . .

Project symbol and title	Recipient Country	Objective	Budget (in US$)
OSRO/CHD/301/ITA - "Renforcement de la structure logistique du secteur agricole et alimentaire pour la distribution de l'aide alimentaire, et relance de la production vivrière"	Chad	Fournir une assistance technique et financière au Gouvernement du Tchad pour assurer la fourniture de semences et des moyens de transport pour faire face aux besoins logistiques concernant l'aide alimentaire et l'assistance aux rapatriés provenant du Nigéria	11,759,000
OSRO/MLI/015/ITA - "Programme de récupération et de transport de semences céréalières"	Mali	Acheter, traiter et stocker les semences en quantité nécessaire dans le plus bref délai possible, et en tout cas, en temps utile pour leur distribution dans les zones les plus affectées avant le mois de mai 1985".	201,047
OSRO/RAF/003/ITA 1/- "Africa Food Aid Campaign - Emergency assistance for the transport sector of selected African countries"	People's Republic of Mozambique	Assist the People's Republic of Mozambique in the collection of its own production and the distribution of imported food grains in 1981 by providing trucks to the Ministry of Ports and Surface Transport (MPST). A related objective is to provide technical assistance for the training of mechanics, and spare parts store-keepers, as well as dispatchers in order to improve the performance of trained personnel in those fields.	4,037,305
OSRO/RAF/003/ITA - "Africa Food Aid Campaign - Emergency assistance for the transport sector of selected African countries".	Republic of Tanzania	To assist the Ministry of Agriculture of the Government of Tanzania to meet its responsibility to transport and distribute domestic and imported food grains as well as fertilizer.	2,598,310
OSRO/RAF/003/ITA - "Africa Food Aid Campaign - Emergency assistance for the transport sector of selected African countries"	Republic of Zaire	Aider le Gouvernement de la République du Zaire à étoffer ses moyens pour charger les produits vivriers dans les régions productrices et les acheminer vers les quatre grands centres de Kinshasa, Kananga, Mbuji Mayi et Lubumbashi, en lui fournissant des camions et des pièces de rechange qui seraient remplacés au fur et à mesure des besoins	1,876,760

1/ Under regional project OSRO/RAF/003/ITA global additional expenditures for the five countries assistance were of (i) Operational cost and technical assistance US$551,181; (ii) Training US$273,047; (iii) Miscellaneous US$54,000.

Financial indicators for selected countries

Average % of foreign exchange for major food imports (Actual and projected)

Egypt	1980-81	17
	1984-85	16
	1986	18
	1987	18
Morocco	1980-81	28
	1984-85	21
	1986	23
	1982	23
Tunisia	1980-81	7
	1984-85	7
	1986	8
	1987	8
Benin	1980-81	13
	1984-85	
	1985	17
	1986	17
Burkina Faso	1980-81	22
	1984-85	18
	1986	19
	1987	19
Gambia	1980	24
	1981	7
	1984-85	17
	1986	15
	1987	15
Ghana	1980	7
	1981	12
	1984-85	14
	1986	14
	1987	14
Guinea	1980-81	11
	1984-85	4
	1986	6
	1987	6
Guinea Bissau	1980-81	53
	1984-85	14
	1986	26
	1987	26
Liberia	1980-81	9
	1984-85	6
	1986	7
	1987	7
Mali	1980	12
	1981	22
	1984-85	25
	1986	29
	1987	29
Mauritania	1980-81	17
	1984	20
	1986	20
	1987	21
Niger	1980	7
	1981	16
	1984-85	10
	1986	8
	1987	8
Senegal	1980	41
	1981	34
	1984-85	28
	1986	26
	1987	26
Sierra Leone	1980	17
	1981	29
	1984-85	29
	1986	31
	1987	31
Togo	1980	3
	1981	7
	1984-85	10
	1986	8
	1987	8

Cameroon	1980-81	14
	1984-85	8
	1986	8
	1987	8
C.A.R.	1980	3
	1981	4
	1984-85	8
	1986	7
	1987	7
Chad	1980-81	13
	1984-85	3
	1986	5
	1987	5
Congo	1980-81	3
	1984-85	2
	1986	2
	1987	2
Eq. Guinea	1980	0
	1981	8
	1984-85	3
	1986	4
	1987	4
Burundi	1980-81	14
	1984-85	16
	1986	15
	1987	15
Rwanda	1980	2
	1981	11
	1984-85	8
	1986	10
	1987	10
Zaire	1980-81	6
	1984-85	4
	1986	4
	1987	4
Botswana	1980	3
	1981	7
	1984-85	5
	1986	6
	1987	6
Comoros	1980	68
	1981	41
	1984-85	129
	1986	78
	1987	78
Djibouti	1986-87	72
	1987-88	73
Ethiopia	1980-81	8
	1984-85	3
	1986	4
	1987	4
Kenya	1980	14
	1981	7
	1984-85	12
	1986	12
	1987	12
Lesotho	1980-81	7
	1984-85	8
	1986	8
	1987	8
Madagascar	1980	11
	1981	30
	1984-85	44
	1986	34
	1987	34
Malawi	1980	8
	1981	10
	1984-85	5
	1986	6
	1987	6
Mauritius	1980	22
	1981	39
	1984-85	26
	1986	25
	1987	25

Mozambique	1980	19
	1981	12
	1984-85	76
	1986	44
	1987	44
Somalia	1980	17
	1981	32
	1984-85	38
	1986	29
	1987	29
Sudan	1980	8
	1981	13
	1984-85	23
	1986	15
	1987	25
Swaziland	1980	2
	1981	2
	1984-85	3
	1986	3
	1987	3
Tanzania	1980	19
	1981	5
	1984-85	16
	1986	15
	1987	15
Uganda	1980	3
	1981	10
	1984-85	5
	1986	5
	1987	5
Zambia	1980	8
	1981	4
	1984-85	8
	1986	7
	1987	7
Zimbabwe	1980	2
	1981	1
	1984-85	8
	1986	5
	1987	5
Angola		n.a.

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Addis Ababa, Ethiopia
13 - 20 April 1987

Item 6 of the provisional agenda*

ECONOMIC COMMISSION FOR AFRICA

Twenty-second session of the Commission/ thirteenth meeting of the Conference of Ministers

Addis Ababa, Ethiopia
23 - 27 April 1987

Item 5 of the provisional agenda**

A COMPARATIVE STUDY AND ANALYSIS OF ONGOING FOOD SECURITY PROGRAMMES IN AFRICA

Executive Summary

* E/ECA/TPCW.8/1

** E/ECA/CM.13/1

87-705

EXECUTIVE SUMMARY

While the notion of food security is probably as old as man himself, in modern times international attention has been drawn to it only since the World Food Conference which was convened in 1975 by the United Nations. The Conference called, not only for a drastic reduction of fluctuations in food availability in areas of the world subject to food insecurity but also for the five main international initiatives:

(i) The establishment of the World Food Council;
(ii) The creation of the International Fund for Agricultural Development;
(iii) A Consultative Group on Food Production and Investment in the Developing countries sponsored jointly by the World Bank, FAO and the United Nations Development Programme;
(iv) An improved policy for food-aid;
(v) An international Undertaking on World Food Security, with the establishment within FAO of a Committee on World Food Security, and a Global Information and Early Warning System.

In the African context, because of the chronic famine, hunger and malnutrition coupled with a growing dependence on food imports and food-aid, food security was given the right consideration and motivated the African Ministers of Agriculture in adopting in 1978 the African Regional Food Plan (AFPLAN) and the African Heads of State and Government in adopting in 1980 the Lagos Plan of Action (LPA) and in 1985 the Africa's Priority Programme for Economic Recovery, 1986-1990 (APPER) which was endorsed in 1986 by the 13th Special Session of the United Nations General Assembly.

The concept of food security itself evolved over the years. Early attempts between 1974 and 1983 in implementing food security programmes in Africa were based on the constitution of small emergency stocks of food grains and the creation of an international grain reserve for use in meeting emergency food-aid requirements. If the stocking policies and the flow of emergency food-aid have helped to remove temporary food insecurity, it is noteworthy that such attempts have concentrated on cereals and predominantly wheat and rice. These foodstuffs were not widely produced in most of the countries and their portion of the diet in some countries is very low. The narrower concept of food security aimed at eliminating temporary food deficits only was far from the objective of the self-sufficiency in food production and supply required by the Lagos Plan of Action. From 1983 onwards, the concept of world food security was broadened so as to ensure that all people at all times have both physical and economic access to the basic food they need. This new concept included the following two assumptions:

(i) a distinction must be made between permanent and temporary food insecurity;

(ii) famine, hunger and malnutrition are in most cases, as much a problem of poverty as of shortage of food supplies. Also, the focus of food security programmes included the improvement of infrastructure, better grain stock management, strenghthening of inland transport and marketing facilities and food information systems and also giving more consideration to the issue of income distribution.

In the African context, it became clear that account must be taken of cereals as well as non cereal basic foodstuffs such as roots and tubers, pulses and plantains in assessing food insecurity and in conceiving food security programmes.

Food security programmes in Africa included national and sub-regional food strategies. A review of current food security programmes at national level reveals that they may all be grouped under the following five headings, although in some cases they may cover activities under several of these headings:

(i) Programmes aimed at the improvement of food supplies in emergencies;
(ii) Measures to improve internal marketing and distribution networks and their functioning;
(iii) Measures to increase national preparedness;
(iv) Reduction of pre- and post-harvest food losses;
(v) Advisory services for assistance to, and improvement in food security planning and programming.

At the subregional level, food strategies have been formulated by the main economic groupings.

If the majority of African countries have some form of food security programme as part of their development strategy, it appeared that national resources devoted to the improvement of food security by member States have been less than adequate. Also, the implementation of schemes and proposals within the subregional economic groupings has been particularly slow or, in some cases nil.
Fortunately, the efforts of most African countries have been significantly complemented by a large number of international aid agencies, through both multi-lateral and bi-lateral funding.
Prominent among international agencies active in the field of food security is the Food and Agriculture Organisation of the United Nations (FAO) which, through its Food Security Assistance Scheme (FSAS), has been a catalyst in the implmentation of 40 national and 5 subregional food security programmes in Africa. The United Nations Economic Commission for Africa is also active in this field, especially at the subregional level. Other multi-lateral sources of funding for food security programmes in Africa are the World Bank (IBRD and IDA), the United Nations Development Programme (UNDP), the World Food Programme (WFP), the International Fund for Agricultural Development (IFAD), OPEC countries multi-lateral agencies and many Regional Development Banks.

the other hand, there have been many bi-laterally assisted food curity programmes and projects in African countries. Noteworthy ntributors to the improvement of food security in this way are the ropean Community, the United States of America, the Federal Republic Germany, the four Nordic European Countries, the United Kingdom, nada and Australia.

It is now easy to assess the efforts towards food security which ve been made up to now. However, an overall assessment of what have en achieved could be based on actions taken to cope with the three in sources of food insecurity including short-term instability of od production, a structural deficit in food production and despread poverty, rural and urban.
e first mentioned source of food insecurity is so largely a result natural phenomena that despite the efforts made in bringing more of e factors of production under the producer's control and in proving the preparedness by Governments, the possibility of iminating all short-term instability has been limited.
th regard to the second source of food insecurity, although the etary energy supplies (DES) for the continent rose from an average 2170 kilocalories per day in 1961-63 to 2260 kcals per day in 79-81, the "food gap" in many African countries, resulting from ructural deficits, has continued to grow in absolute terms.
nsidering the third source of food insecurity which is the despread poverty resulting in lack of "food entitlement", it is ear that African countries need to give more consideration to the oblem of access to food supply for low income rural and urban groups thin individual countries. Besides the low impact of on-going ogrammes in controlling these sources of food insecurity, there is so some evidence that interventions have not always been well -ordinated.

Looking back over the last 12 years, one can see that "food" has en firmly placed on the agenda in many discussions of African velopment and scarcely any national development plan did not accord od self-sufficiency and food security a high, on the highest iority. However, it is rather unfortunate to note that during the riod from 1969/71 to 1982/84, the overall cereal deficit for Africa d grown from 5.2 million tonnes to 24.8 million tonnes and that rica's share of all cereal aid to developing countries represented .7 per cent in 1973/74 and had risen to 56.7 per cent by 1981/82 and ached 61.5 per cent in 1984/85. Unless this trend is arrested, the ficit in the year 2010 would 100 million tonnes.
view of these considerations, it is recommended that:

(i) each member State undertake a detailed examination of its past food policy and efforts in search of food security;

(ii) those member States which have not yet done so, formulate a national food strategy or plan as well as a national preparedness plan;

(iii) the international community augment its assistance to African countries to enable them to achieve their goal of food security in the short, medium and long terms and to fully

contribute in the implementation of the recommendations of the World Food Conference and of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 concerning food security;

(iv) the international community and food surplus nations provide and programme as far ahead as possible, the food-aid necessary to meet African countries' food deficit requirements in the years to come;

(v) the international agencies better coordinate their activities in the field of food security in Africa and increase their exchange of information on all aspects of the African food situation and outlook.